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POLICY REVIEW

THE FUTURE ROLE OF UNICEF EXTERNAL RELATIONS

SUMMARY

In response to Executive Board decision 89/11 (E/ICEF/1989/12), this consolidated report has been prepared based on an in-depth evaluation and analysis of current UNICEF external relations and an outline by the Executive Director of future trends. The introduction provides an overview of the evaluation process, upon which the present report is based. Chapter I provides some definitions and chapter II describes the context for the work of external relations. The policy basis and broad directions of external relations are dealt with in chapter III, while chapter IV describes how this work is organized at various levels of the secretariat. The major proposals for improving management and planning, as well as for strengthening links between the relevant functions at headquarters and the field network and National Committees are contained in chapter V. The conclusion and recommendation for Executive Board approval are contained in chapter VI. Decision 1989/11 is reproduced in annex I, and the evaluation (excluding its annexes) is attached to this report as annex II, with cross references to paragraphs in the present report which reflect the major comments.

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INTRODUCTION

1. At its 1989 session, the Executive Board requested the Executive Director to carry out an in-depth analysis and evaluation of the effectiveness of current UNICEF external relations policies, functions, guidelines and activities. It further requested the Executive Director to submit, on the basis of the analysis and evaluation, a consolidated report outlining the future role, policies, guidelines, functions, priorities and activities of UNICEF external relations. This work was to be done in close consultation with Executive Board members and National Committees for UNICEF (see annex I).

2. The "Evaluation and analysis of UNICEF's external relations policies and functions", hereafter called "the evaluation", was carried out in the second half of 1989 and was completed on 15 November 1989. The evaluation was an autonomous undertaking under the authority of the Executive Director, involving only a small group of UNICEF staff on a continuing basis, together with some outside expertise. Many other staff members participated through interviews or by responding to a questionnaire.

3. The required close consultation with Board members and National Committees was undertaken through a reference group composed of Board members designated by the Executive Board Bureau and of National Committees nominated by the Standing Group of National Committees. The same group informally advised the secretariat in the subsequent stages of the process. Two informal consultations were also held with the Executive Board and one with the National Committees.

4. The evaluation report was shared with the Reference Group and later with all members of the Executive Board, National Committees and the secretariat. The evaluation, minus its detailed annexes, 1/ is attached to the present report as annex II, with cross references to paragraphs in this report that refer to major comments.

5. While, as the evaluation stated, "on the whole UNICEF is very effective in its external relations activities", it also points out - and the secretariat agrees - that there is considerable opportunity for improvement and greater effectiveness through better interaction with the field network, National Committees and the organization's headquarters.

6. Such improvements would hold considerable potential for "enhancing programme delivery and for strengthening advocacy and fund-raising", the importance of which was reaffirmed in decision 89/11.

7. The potential enhancement of programme delivery, i.e., the effective delivery of services or benefits for children, comes first from the opportunity for improved effectiveness of external relations programming globally through strategic planning, more consultation and better preparation; and second from the opportunity for more integrated management of the work of external relations organization-wide - at headquarters and between headquarters, the field and National Committees.

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8. The potential strengthening of advocacy and fund-raising likely to be derived from systemic improvements in external relations planning and management is self-evident.

9. Most of the detailed comments in the evaluation are subsumed in the two themes of plannng and management. Each is closely intertwined with the other, and the strategies to tackle the issues may be differentiated as follows: (a) measures affecting headquarters management and co-ordination; (b) measures between headquarters and the field to manage external relations more effectively; and (c) measures to ensure similarly improved effectiveness between these functions at headquarters and the National Committees (see paras. 93-134 below for the strategies and processes aimed at tackling these issues).

10. The evaluation underlined the enhanced role of advocacy in the work of the organization over the past decade. In fact, such is the fusion of advocacy and other programme activities at the country level today that, in many countries, it is possible now to see supplies, equipment and training as much as support for advocacy as is advocacy support for them. This perspective is demonstrated in the "leverage effect", 2/ the generation of local resources (goods, services and even funds) around a national programme directly benefiting children and mothers.

11. Other indicators suggest that programme and fund-raising continue to support each other. UNICEF contributions reached some $660 million in 1989 compared to $252 million in 1979. Greeting card sales, which reflect public support, have also seen a decade of achievement. Recent estimates are that well over 140 million cards were sold in 1989 compared with 113 million in 1979, and net profits in 1989 were expected to exceed $50 million compared with $17 million 10 years earlier.

12. The secretariat is confident that the above-mentioned opportunities for improvement can be realized. The purpose of the present report is to illustrate how that is to be achieved.

I. DEFINITION OF TERMS

13. External relations in UNICEF is a term coined more than a decade ago principally to describe the work of relevant divisions and offices in New York and Geneva. Broadly, activities under the general heading of external relations today include advocacy and mobilization - whether carried out at international, regional or national levels - together with governmental and private sector fund-raising, media and information work, public outreach, global development education and the sale of greeting cards and other products.

14. In UNICEF work in the developing world, advocacy and mobilization are an integral part of the country programme process. At headquarters, the global scope of action allows more differentiation and specialization in the skills involved, and these are placed under various divisional responsibilities.

15. As a general definition, the evaluation described external relations as: "all the activities and contacts conducted by UNICEF and its National Committees aimed

at increasing moral and material support for UNICEF's work with children, for example, endorsement, commitment and generating resources".

16. Programme is defined as the set of activities and projects making up UNICEF co-operation in a geographical or sectoral area or, in the phrase "country programme", as the total of UNICEF co-operation in a country.

17. Programming is a coherent set of actions planned to progress to an objective. It is usually employed in UNICEF as part of the "country programme process", encompassing well-established steps and stages in the collaborative planning and development, implementation and monitoring and evaluation of UNICEF assistance.

18. "Programme delivery" is defined as the accomplishment of tangible actions for the beneficiary population of children and mothers. It is not confined to the physical delivery of UNICEF-provided supplies and equipment (by government services or their designated non-governmental collaborators) or to other direct UNICEF inputs such as cash for training stipends or other support of essential services. "Programme delivery" also embraces the benefit achieved through the use of UNICEF resources to generate several times the value of its own inputs in locally available resources, material and otherwise.

19. Mobilization is the purposeful spurring to action - by stimulation, advocacy, negotiation and promotion - of relevant institutions, organizations and individuals to accomplish the demonstration or manifestation of interest, conviction or commitment through financial support or other action. This is termed social mobilization when it is undertaken on a broader scale, usually at the country level, and involves a range of such participants around a nationally or societally recognized objective. Both mobilization and social mobilization take into account political and popular motivations and incentives to forge a coalition of interest around the action or support.

20. Mobilization analysis involves the gathering and analysis of information on means of communication, channels and audiences (including levels of knowledge and underlying attitudes to relevant subjects and issues); the interests, resources, image and direction of national organizations and institutions with research, advocacy or operational potential for social development efforts; and possibilities and constraints of the administrative structure of the country. This is a necessary part of programme preparation, showing how ideas, energies and attendant resources are exchanges within a society. (A beginning has been made in incorporating those elements into the situation analysis stage of the UNICEF country programme process, although more needs to be done in refining and applying the existing guidelines.)

21. However, such information and analysis constitute an important input not only to the preparation of the programme, but also to its implementation and further development - identifying opportunities, allowing greater choice and discrimination in the selection of allies and tending to optimize levels of effectiveness and co-operation. Since changing circumstances often reveal new opportunities, the social mobilization information base should be updated periodically, or as necessary, and implications for action or change, if any, should be assessed.

22. Information is basic factual substance, typically conveyed by one-way communication, often using either the mass media to attract or maintain attention among the general public, or particular channels of communication to reach more specific audiences. It is the primary means of keeping the concerns of children, and the work being undertaken to alleviate these concerns, in public view.

23. Communication is the process of exchange of ideas, opinion and information through speech, writing, images or other symbols. It can be one-way (as when the mass media is used, without arrangements for feedback), or interactive and participatory (as in face-to-face, or group, discussion). One-way communication is useful primarily for information dissemination and agenda-setting, while interactive and participatory communication offers the only means for any real possibility of accomplishing behavioural change.

24. Advocacy is the organization of information into argument used to persuade or convince an audience towards some attitude or predisposition to action. Various media and forms of communication may be used. Examples of successful action are often the most powerful advocacy.

25. Education for development, or global development education, is the use of appropriate modes of teaching and learning to develop skills, attitudes and values that help people, according to one definition of development, "to manage the forces which shape their lives". The overall emphasis is on increasing understanding of the development process and promoting awareness of global interdependence - in developing as well as in industrialized countries. The need for a sustained pedagogical process requires either a formal or non-formal learning environment, but not an informal one (see also paras. 83-92 below).

II. THE CONTEXT

A. A decade of change for external relations in UNICEF

26. The 1980s have seen considerable change throughout UNICEF in the importance given to external relations activities and new recognition of their role as an integral part of country programmes of co-operation and of UNICEF activities everywhere. From the outset, UNICEF depended on its ability to advocate world wide and to raise funds, mainly in the industrialized world. However, the relevance of those functions for the programme process has become much more evident with the challenge of today's national-scale programmes that require the mobilization of resources and energies equal to the task, locally as well as internationally.

27. This was how the skill functions often associated with external relations - fund-raising and broad advocacy 3/ - became central concerns at the level of the country programme of co-operation. The challenge became not only what UNICEF could provide with its own human and financial resources, but how they could be used to encourage larger-scale efforts by institutions - government or otherwise - of the society itself.

28. In the 1980s, UNICEF launched a determined international effort on two fronts: (a) to focus energies on, and mobilize resources for, the child survival and development revolution (CSDR) and, in particular, universal child immunization (UCI) by 1990; and (b) to focus attention on the impact of the recession on children and mothers and on the economic and military destabilization in southern Africa, as well as on the need for ensuring "a human face" in the process of economic adjustment to the burden of external debt.

29. In those efforts, UNICEF was guided by the practical reality that the forces affecting children - particularly children of the poor - were much larger than anything UNICEF alone could counteract and that the resources needed even to begin to tackle the root problems were far beyond anything directly at the disposal of any one institution. In the face of challenges many times larger than its resources, UNICEF has always sought to act catalytically, convincing others to help to tackle needs and to respond to opportunities for assisting children.

B. The era of social mobilization

30. This has been the premise underlying the social mobilization approach of UNICEF, first proved at the country level. At the regional and international levels, the mobilizing approach has sought to create a supportive climate for the building of country-level alliances and constituencies. The evaluation has given examples of direct benefit to country programmes, the most outstanding being the impact of UCI by 1990 which provided considerable advocacy support for the development of national responses in a number of countries.

31. The connotations of physical supplies and tangible services in the phrase "programme delivery" convey a sense of direct input usually somewhat at odds with reality. All UNICEF programme action is a collaboration with government services, and frequently others as well. Hence "programme delivery", in its ultimate, most tangible sense, is almost never the direct responsibility of UNICEF. It is the Government or a non-governmental organization (NGO) that delivers the goods or the services to the beneficiary. The role of UNICEF in this sense is, by its nature, indirect. The organization is, of course, vitally concerned that goods and services do reach the intended beneficiaries and, in addition to procuring the goods, is involved in seeing that this happens. Tangible results are recognized as not only the best evidence of work well done, but also the basis of UNICEF credibility, and thus of future working relationships.

32. However, the role of UNICEF in helping to assure the delivery of goods and services need not be restricted to purchase or transport, or to the support of technical training alone. In most cases, this would be too narrow a view of what could be achieved with UNICEF resources. With its inputs, UNICEF seeks to facilitate and encourage several times as much investment of locally available resources - material and otherwise. Thus "programme delivery", as a phrase, may not entirely reflect the full complexity and diversity of the processes by which it is achieved. Nor may it fully reflect the extent to which "external relations" skills and activities - at the country, regional and international levels - have

become as much a part of those processes as any logistical or technical expertise more usually described as "programme work".

33. In fact, "programming", as defined earlier, means planning a coherent set of actions to reach an objective most effectively. It is as necessary to programme an advocacy campaign, a fund-raising drive or a mobilizing effort as it is to schedule the delivery of supplies and equipment or to organize the drilling of wells.

34. Moreover, one of the most important responsibilities of UNICEF has long been to affect, wherever possible, the course and purposes of much larger flows of aid and of national resources as well as other influences bearing on the well-being of children and mothers. Since the Executive Board adopted the focus on improving CSD, and the consequently increased emphasis on support for national-scale programmes, this principle has found concrete expression in the mobilization of human energies and financial resources around a common social goal. This, on a country-wide scale, is called "social mobilization".

35. At the international level, allies (Scouts and Guides, Rotary, Red Cross and Red Crescent Societies and the Save the Children Alliance, to name but a few) have gathered around the broad objective of CSD. International organizations, in turn, mobilize their national affiliates for action. Thus, the involvement of local Rotarians, Scouts and religious groups, and other national NGOs, in UNICEF-assisted action at the country level is directly connected to, and interacts with, UNICEF work at the international level.

36. Regional associations and ministerial gatherings, when properly approached and convinced, will put their authority behind a specific initiative with endorsements and recommendations for action. The extent to which those endorsements and recommendations have direct impact at the country level depends, of course, on the degree of national readiness to take them up, buc they can strengthen the hands of those sympathetic to the kind of action envisaged and thus play a helpful role, an effect also noted by the evaluation. In some cases, such as the South Asian Association for Regional Co-operation and the Organization of African Unity, major initiatives have received powerful support.

37. This work may be described as advocacy or promotion of an idea or a course of action. The outcome is that someone or some group has been mobilized, perhaps briefly, perhaps more enduringly, on behalf of children and mothers. As long as the enabling conditions for mobilization remain in force, the issue may be raised again in subsequent regional forums, fostering a cumulative effect at the country level.

38. Today, the organization's ability to influence the policies of other development agencies, NGOs and the media is, if anything, even more crucial to the success of its work, and external relations are therefore symbiotic with "programme delivery".

39. The country programme framework provides a measure of continuing management of various efforts to mobilize. Direct and comprehensive control of the flow of events is impossible and would be a contradiction of the essential principles of

true mobilization. Moreover, the greater the number of participants, the greater the difficulty of directly managing or co-ordinating their efforts. In such circumstances, co-ordination usually is best accomplished by setting an objective and encouraging qualified groups or organizations to undertake self-managing efforts in support of that objective. Only Governments have the authority to play such a co-ordinating role.

40. Collaborating with the Government, the UNICEF role often is to stimulate and facilitate the mobilization process. Full social mobilization must involve not only the political leadership, but also the community-based organizations that can ensure a reasonable measure of popular participation. Pressure from above, echoed by demand from below, forges linkages in the intervening administrative levels that transmit energies and resources to meet the objective needs.

41. For UNICEF, the mobilization approach supplied a missing link in the conceptual innovation of the "basic services" approach. It answered the question of how to stimulate the so-called "demand approach", and thus how to link the community with the national administration, as well as with other resources in society.

42. It is obvious that, to be meaningful, global programmatic advocacy thrusts must be relevant to, and suitable for, incorporation into country-level planning. When this happens, they powerfully focus attention on children's problems and, ultimately, improve programme delivery. This implies more consultation before the introduction of such global thrusts and a certain "spacing" of initiatives.

43. Also essential is a thorough analysis of potential allies and channels of communication, which provides a country office with a greater range of programming possibilities and allows it to better assess the practicability of a new initiative in its particular environment.

C. External relations in the industrialized world

44. In the industrialized world, the role of UNICEF is one of information, advocacy, global development education and fund-raising, depending considerably on the work of the National Committee partner. At the international level, the secretariat seeks to improve the environment for action by advocacy with Governments and in intergovernmental forums, with and through the media, and with NGOs, singly or in issue-based alliances or groupings.

D. The climate of opinion

45. The goals for the 1990s, 4/ reviewed by the Executive Board at its 1989 session (E/ICEF/1989/L.5), represent the tangible and somewhat quantifiable dimension of UNICEF objectives. But the possibilities of success in these terms are very much affected by how people think and what they believe about improving the situation of children. This is the climate of opinion, the framework within which action takes place.

46. The adoption by the United Nations General Assembly of the Convention on the Rights of the Child has given efforts for children such a framework. In setting international standards for the survival, protection and development of children, the Convention embodies, as described in the State of the World's Children 1990, "a fundamental principle ... that the lives and normal development of children should have first call on society's concerns and capacities and their children should be able to depend upon that commitment in good times and in bad".

47. The report adds: "Failure to protect the physical, mental and emotional development of children is the principal means by which humanity's difficulties are compounded and its problems perpetuated. And special measures to protect children from the inadequacies and mistakes of the adult world is a principal means by which many of mankind's most fundamental problems might ultimately be confronted".

48. The Convention, which upon ratification will see its appropriate provisions considered in the country programme process, is the culmination of 10 years of endeavour by dedicated and far-sighted government representatives and NGOs. UNICEF provided the opportunity for more participation by developing countries in its drafting. Building upon the achievement of the Convention now is a fundamental objective of UNICEF external relations programming by (a) facilitating discussion and understanding of the Convention as well as consideration of the process of ratification by every nation; and (b) providing appropriate help or advice in implementing the provisions of the Convention, following the guidance of the Executive Board. Some Governments, in both the industrialized and the developing world and many UNICEF National Committees, have already begun to develop the possibilities for advocacy provided by the Convention.

49. In addition to the Convention, the 1990 World Summit for Children will provide an extraordinary opportunity for improving the environment for child survival, protection and development. It holds the potential for enormously increasing the visibility of the fundamental issues and problems affecting children, and also for strengthening the conviction that these merit the priority attention and action of Governments and of societies as a whole.

50. Although, at the time of writing, the World Summit for Children was still taking its final form, it is clear that it is likely to have a major impact on the objectives, future opportunities and priorities of UNICEF external relations programming.

III. FUTURE EXTERNAL RELATIONS ROLE, OBJECTIVES, POLICIES AND PRIORITIES

A. Role

51. The role of UNICEF external relations, as an integral part of the organization's work, will continue to be to support overall UNICEF objectives through its programmes of co-operation, its information, its advocacy, its public outreach and its fund-raising.

B. Objectives

52. Seven major goals and a further 25 sector-specific ones have now been identified for the 1990s in the four broad areas of health, nutrition, water supply and sanitation and basic education. Efforts will also be continued in other areas, notably the problems of children in especially difficult circumstances.

53. The phasing and priorities for implementation of those goals will be a matter for decision based on each country situation. The Convention on the Rights of the Child will provide a broad framework and context for the more specific goals and targets. As the process of considering ratification - and then implementation - proceeds in each country, the Convention, as noted above, will provide important opportunities for advocacy and action.

54. The strategic principles for implementing those programmes have also been formulated and include advocacy; social mobilization; reaching the unreached; the empowerment of women; community participation; area-based approaches; and national capacity-building.

55. Those strategic principles apply equally to UNICEF work at both regional and international levels. The difference between them and the country level of operation lies simply in the relative directness of the connection between UNICEF support and programme effect. The business of the organization at every level is to promote actions that will lead to benefits for children. This translates pre-eminently as support within regional and international systems and environments, economic and political, which themselves directly or indirectly affect the reality at country level.

56. The broad process objectives of UNICEF external relations, therefore, include:

(a) Advocacy, information and fund-raising efforts - and support for such efforts by others where possible - to improve the situation of children and mothers, particularly the specific goals for health, nutrition, water and sanitation and basic education, and the priorities embodied in the Convention on the Rights of the Child;

(b) Mobilizing partners and allies at the international level and support for mobilization efforts at country level through advocacy, information, fund-raising and other efforts;

(c) Building awareness and mobilizing support for community participation and reaching the unreached as important objectives both of UNICEF assistance and of other co-operation in the development process;

(d) Support for the enhancement of the situation of women through advocacy in international and regional organizations, through specific-purpose fund-raising and through support for the information and communication processes that may help to empower them;

(e) Arguing strongly through international and regional advocacy and information for national capacity-building as a foundation of sustainable and self-reliant development.

57. Specific objectives for fund-raising and greeting card sales, as well as plans and priorities for the work of the external relations divisions at headquarters, are provided in paragraphs 93 to 134 below.

C. Policies and guidelines

58. "External relations" is a general, and relatively recent, term for a variety of skill functions and responsibilities, most of which have existed much longer as component parts of the organization's work. The first guiding principles were laid down in the 1983 paper entitled "UNICEF's external relations" (E/ICEF/L.1455), which noted that "the management and operations of external relations are based on programmes which are the pith and marrow of UNICEF's purpose". The paper noted: "'External' in the term 'External relations' refers to all bodies and activities with which UNICEF is involved, other than its own Board, its Secretariat and, to an appreciable extent, its National Committees".

59. The same paper stated as a principle that the mobilization of public and private concern for children in the developing world could be undertaken "whether or not such support is connected to UNICEF". Moreover, in accordance with Executive Board and General Assembly decisions taken after the International Year of the Child, this mobilization of concern would also serve to "increase understanding of the needs of children everywhere". It was clear that this broadened concern should not result in any diversion of UNICEF resources from co-operation in the developing world. As noted elsewhere, the role of UNICEF is to facilitate, and stimulate and act as a catalyst. It is implicit in mobilization that others will share "ownership" of the overall effort. This principle is fundamental to all UNICEF mobilization efforts.

60. For UNICEF work in whatever sphere, there is the general guidance provided by the body of policies and values established by its mandate from the General Assembly, as interpreted by the Executive Board and practised by the secretariat for more than four decades. These common values and shared goals are the most reliable assurance of long-term coherence for UNICEF external relations work and of its consonance with the goal of programme delivery. At the country level, of course, national policies and priorities prescribe what can be done and the emphases which should be followed.

61. As the pre-eminent organizing principle of UNICEF work world-wide, the country programme and the devolution of responsibility and authority to the representative and his team at the country level have had a profound effect on external relations policy guidelines. The need to make decisions based upon local realities and overall country programme concerns and principles has strongly influenced the external relations mechanisms over the years.

62. The decentralized structure of UNICEF has established the principle of concentrating at headquarters on those functions that are most effectively performed centrally, such as information exchange and the development of guidelines and standards. This also means a concentration on core materials - whether semi-finished prototypes or fully produced advocacy such as the State of the World's Children report - and on technologies for common use, such as the electronic mail systems, which require relatively heavy initial investment but which can be adapted and used very cost-effectively world-wide.

63. Another important guiding principle is that of increasing outreach through intermediaries, such as the mass media, organizations, institutions and volunteers, preferably through co-productions, co-publication and other collaborative arrangements.

64. The guidance provided by the mandate and policies of UNICEF is supplemented from time to time by priority concerns and technical directives. Increasingly, the principles and practical experience of UNICEF are being organized into training manuals, where external relations functions are taking their place.

D. Common values

"Informed public opinion" and financial support

65. The first Executive Board review of UNICEF information policy was in 1966 (UNICEF public information policy and objectives: report of the Executive Director, E/ICEF/L.1265) when objectives were stated as being: (a) to enlarge an informed body of public opinion in both industrialized and developing countries for the purpose of making it more aware of, concerned for and responsive to the needs of children and youth; and (b) to generate increased financial support from both governmental and private sources for the work of UNICEF.

Child rights, child potential and action possibilities

66. In 1975, these policy objectives were enlarged to include helping developing countries to carry out the aims proclaimed in the Declaration of the Rights of the Child, to "create a real awareness of the potential of children to contribute to their community". Moreover, the possibilities for action were made a deliberate focus of international advocacy and information for the first time in the Executive Director's report on UNICEF information policy (E/ICEF/1975/L.1321).

Public participation, information/communication support for implementation

67. The encouragement of public participation appeared as a specific policy objective in 1975 "as the basis for greater financial support from governments, and private sources". The provision of information and communication support to help to implement UNICEF-assisted projects was also noted in document E/ICEF/1975/L.1321.

Valuing interdependence

68. The Executive Board endorsement of the 1983 paper established another statement of principle for UNICEF external relations work: that the negative perception of human interdependency as a threat to high material standards needed to be transformed into "a positive, pragmatic acceptance of the reality that the destitution of nearly 1 billion people is not a solid foundation for any sort of life in the twenty-first century, and that genuine international co-operation is the answer" (E/ICEF/L.1455).

Commonality of audiences

69. In 1987, the UNICEF communication strategy in industrialized countries (E/ICEF/1987/L.4), established the precept of the "fundamental commonality" of audiences in the industrialized and developing countries, and that UNICEF advocacy in industrialized countries therefore had to be based on the same premises and principles as in the developing countries and was indivisible from, and interdependent with, UNICEF efforts there. This holistic premise was particularly important in the development of a global approach to education.

70. On the basis of the above-mentioned communication strategy paper, the Board also resolved, inter alia, that "UNICEF should ensure ... that all advocacy efforts and all fund-raising and [Greeting Card Operation] GCO activities contain a coherent message of UNICEF activities" (E/ICEF/1987/11, decision 1987/19).

Targeted approaches and evaluating impact

71. The principle of targeted approaches to particular audiences using established channels of communication through organizational or affinity group linkages was enunciated first in 1975 and again in 1987. In 1987, the principle of systematic monitoring and evaluation of advocacy, mobilization and education efforts, including through the use of public opinion polls was also accepted.

Consultation

72. The 1988 guidelines for UNICEF participation in global events (E/ICEF/1988/L.8/Rev.1) identified the importance of the broadest possible consultation with National Committees, Governments, country offices and the Executive Board in a decision to participate in a global event. While external relations activities do not always require consultation on this scale, it is an accepted principle that those partners and allies likely to become involved need to be fully consulted at the earliest possible stage.

73. The Executive Director believes that the above policies and guidelines remain a solid basis for future work in the external relations area.

E. Priorities for the 1990s

74. The paper entitled "Development goals and strategies for children: priorities for UNICEF action to the 1990s" (E/ICEF/1990/L.5) proposes that the development of human capabilities and meeting basic human needs should be the focus of the UNICEF contribution to the Fourth United Nations Development Decade.

75. The external relations contributions to those goals will centre on country-level implementation plans. In general, however, priority will be given to strengthening advocacy capacity at every level. To this will be joined the priority of strengthening new alliances, including new support entities. These alliances will help to generate greater public awareness of, and support for, issues affecting children, including the principle of "first call" for children, the importance of regarding children as a "zone of peace" in times of war or conflict, and consideration of the Convention on the Rights of the Child.

76. Other priority issues for UNICEF advocacy will continue to include increased resource flows to developing countries, especially in Africa, coupled with significant debt relief; economic adjustment policies which shield the poor; and the positive environmental role played by disease reduction, lowered fertility and mortality rates and better sanitation. An important audience for the latter is children themselves, especially when it can be made part of their basic education.

77. Three additional issues - marketing, constituency-building and education for development - merit particular attention as both immediate priorities and long-term objectives.

F. Marketing

78. A recommendation in the evaluation that the external relations area needed more marketing skills seems to the secretariat to have particular merit, since many of the ideas, products and services it provides must be able to compete in the public market-place if they are to be effective. GCO handles this aspect for the areas of its responsibility and contracts additional or specialized expertise when venturing into new territory. The latter option, either on a commercial basis or through a looser consultative process, organized through a professional association and possibly on a pro bono publico basis, would seem preferable as a start.

G. Constituency-building

79. In the industrialized world, the building and sustaining by National Committees of constituencies of support through volunteerism, fund-raising and other contacts with the general public in their countries is a major priority. In many ways, it is similar to mobilization efforts in UNICEF programmes of co-operation.

80. The volunteer dimension of Committee work varies considerably. In a number of instances, tens of thousands of people are mobilized for annual greeting card sales campaigns. More recently, a number of Committees have begun to recruit volunteers for more specialized purposes such as information work at local levels, school

visits to talk about UNICEF and even advice on legal, auditing or accounting matters.

81. One area in which this approach seems to have particular promise is in the recruitment of education volunteers - teachers who could act as agents of change within their profession for the principles detailed below. Such volunteers have a potential not only for direct impact in their daily work, but also for stimulating needed changes in curricula and in teaching/learning practices.

82. It will be an important priority of external relations programming to support the building of such constituencies through the National Committee secretariats in the Division of Public Affairs in New York and in Geneva, through the Division of Information in New York and in Geneva for development education, and through GCO direct-mail efforts. The secretariat will provide focal points for exchange of Committee information and experience, undertaking seminars and workshops and, when possible, providing appropriate specialized assistance.

H. Education for development

83. Another important priority is education for development, or global development education, which contributes directly to the generation of support for development in the industrialized world and to the building of national capacity in the developing world. As a term, "education for development" is preferred to "education about development", which the secretariat and National Committees now regard as too static and limited a concept.

84. The 1987 paper on the UNICEF communication strategy in industrialized countries (E/ICEF/1987/L.4) established the principle that "development education" more properly takes place within formal and non-formal learning environments. Here "the essential allegiance is to the sustained educational process" (implying development of the capacity to analyse information critically, as well as the acquisition of knowledge), "rather than to any particular subject or issue".

85. Beyond these learning environments was the "informal education" sector, embracing a vast array of generally unorganized efforts. The 1987 paper pointed out that, while some might be "educational" in the broadest sense, UNICEF efforts in this informal area were primarily intended to be motivational - seeking to persuade, convince "and, if possible, to move their audiences to some form of participation". In other words, they were advocacy.

86. As the definitions given above show, important distinctions exist between information, advocacy and education for development. It is important to be clear about such distinctions, particularly where differences in professional preparation and approach are required. Notwithstanding its pervasive and broadly beneficial character, the impact of "educational" information usually cannot be systematically measured over time for any given audience. It is usually safer, therefore, to regard interventions in this area, whether through the mass media or through other organized channels of communication, as one-way communication. While they may stimulate participation in a more sustained education process, and sometimes have

educational value or effect, they cannot be seen as education in the same way as formal or non-formal instruction because they do not take place in an education environment allowing sustained learning.

87. Educators in the National Committees, among the pioneers of "development education", recognized some time ago that their work could not merely be "about" development. Development needed to be understood in more than economic and material terms. A more international or global education approach was needed, based on the reality of global interdependence and the need for global co-operation, rather than on unexamined altruism. Such an education needed to build skills, attitudes and values that would prepare students for a world of interconnected systems - cultural, ecological, economic, political and financial - as much as for the acquisition of knowledge.

88. A 1974 UNESCO recommendation concerning education for international understanding, co-operation and peace and education relating to human rights and fundamental freedoms took this approach and was widely accepted as a comprehensive general statement on education with a global perspective.

89. In the 1980s, this approach to education also began to find renewed expression in the developing world, building on "international education" and holistic "world studies" programmes, and helped to progress by a growing recognition that education for self-reliance was a sine qua non for real development.

90. More recently, the World Declaration on Education for All was drafted to "aim at empowering individuals through education and to emphasize respect and tolerance of different social, political and religious systems". It holds that basic learning needs comprise not only essential learning tools, such as literacy, numeracy and problem-solving, but also knowledge, values and attitudes "required by human beings to be able to survive, develop their intellectual capacities, to live and work in dignity, to improve the quality of their lives, to make informed decisions and to continue learning".

91. Reacting to those trends, discussions began in 1989 between National Committees and the secretariat on an approach to education for development as valid in the developing 5/ as in the industrialized world. It is now broadly agreed that the main goals of UNICEF in the field of education for development must be, as stated in a discussion paper for a National Committees workshop, "to create an informed and committed constituency of youth and adults with a global perspective that includes an understanding of, and active support for, issues and concerns related to children".

92. The development of networks linking educators of the industrialized and the developing worlds in international exchange of experience will increase understanding and acceptance not only of the educational approach as such, but of the relevance of these underlying principles to development itself.

IV. EXTERNAL RELATIONS FUNCTIONS, ACTIVITIES AND ORGANIZATIONAL STRUCTURE

93. The structure of the External Relations Group at headquarters duty stations is as set out *in extenso* in the 1989 Board paper on UNICEF external relations policies and function (E/ICEF/1989/L.4). Since then, the Division of Public Affairs has been formalized and responsibilities for special fund-raising events have been transferred to GCO, as announced at the 1989 Board session. This completed the consolidation under GCO direction of responsibility for private sector fund-raising for general resources.

94. The external relations structure world wide also embraces the network of regional and country offices where regional directors and representatives respectively hold, and exercise, explicit overall responsibility for external relations.

A. The field structure

95. All regional offices have senior information, communication or external relations staff and, in some field offices - mostly the larger ones - the representative is assisted by an information officer. More have programme communication staff and, in smaller offices, the same person frequently handles both information and communication.

96. Emphasis on social mobilization over the past six years has led to a new function, responsible for social mobilization, which handles not only some of the traditional functions, but has also brought new skills and experience from other disciplines to the general purpose of improving the linkages between programmatic intervention and the structures, values and resources of the society, usually through some form of communication process. Counting all those categories of staff, more than 100 Professionals - whether international, national or project-funded - are working specifically in "external relations" aspects of UNICEF country programmes. Country and regional offices contract, in addition, at least an equal number of specialist consultants and institutional or commercial services in these areas for specific research and technical assistance to their programmes.

97. Increasingly, the UNICEF staff in these "external relations" functions are identifying and, in a number of offices, already playing an important role in the country programme process. Some of the functions were identified at a 1989 meeting of information, communication and external relations staff from all regions and from most countries of the two UNICEF regions in Asia. The functions included helping to ensure the realistic formulation of programme objectives, especially behavioural ones; supporting the development of mobilization components of situation analyses, particularly of the political environment; and classifying and assessing NGOs, media and other potential allies.

98. Such staff also play a role in the management of technical and consultant services such as those mentioned above, including social action research, and in the design of programme training and in monitoring implementation. Their perspective also has been found helpful in evaluation missions. In some cases,

such staff undertake advocacy for UNICEF objectives with officials and the media, in the country and sometimes abroad, prepare papers, write speeches and perform representational functions, as well as handle the traditional tasks of designing information or communication efforts and materials and maintaining media and NGO liaison.

99. UNICEF "external relations" work in the industrialized world - most notably in advocacy and mobilization - already has learned much from the organization's programme experience, particularly in the higher-income developing countries, such as Brazil and Colombia, but also in other countries with well developed administrations, such as India, Indonesia, the Philippines, Sri Lanka, Thailand, Turkey and the United Republic of Tanzania. Indeed it was the increasing role of information, communication and mobilization in the programme process in such countries that first began to stimulate the development at headquarters of guidelines incorporating this work and has since encouraged the use of the "country approach", as suggested in chapter V below, to strengthen the coherence of UNICEF work in the industrialized world.

B. Headquarters divisions

100. As already noted, the world-wide scope of responsibilities at headquarters has led to the differentiation of, and specialization in, various skill areas, and these are placed in the various divisions of the external relations sector. 6/ The functional concerns of the four divisions in the external relations sector in New York, in addition to the Geneva Office, as well as the Tokyo and Sydney Offices, together with their future plans and priorities, are described below.

Division of Information

Functions and activities

101. Apart from policy guidance on information matters and technical advice in its areas of competence to the organization world wide, the Division at headquarters locations - New York, Geneva and Tokyo - provides information in various forms about the work and concerns of UNICEF and issues affecting children and mothers. This information is provided to the media (particularly media with international reach), to National Committees and to NGOs. It is presented in the forms ranging from briefings or press conferences to print, electronic and audio-visual materials - semi-finished, prototype and fully produced.

102. The Division is responsible for producing advocacy and general information materials, including those supporting direct mail fund-raising, and supports, as and where possible, the work in these areas of UNICEF field offices and National Committees. The Director of the Division will chair an oversight committee to screen plans for non-programme publications at headquarters. The Division is also responsible in New York and Geneva for promoting global development education, together with the work of National Committees in this area (see also paras. 83-92 above).

Plans and priorities

103. UNICEF information and global development education plans for the 1990s will focus on promoting the recognition that survival, development and the rights of children are the obligation of Governments and citizens world wide.

104. The World Summit for Children will provide the political energy and a point of reference for efforts to place children higher on the political agenda in the decade ahead as it seeks to mobilize moral and financial support on a global scale. Information work will be an important part of realizing the potential offered by the Summit.

105. While global in application, the UNICEF information programme will be firmly based in the country approach, in both developing and industrialized countries. Through working more closely with National Committees and the field network, information and advocacy work at the national level will endeavour to neet local needs and to adapt to cultural specificities. The Division will advance and support this process globally by seeking to ensure that the media and other important advocacy partners increase their attention to the concern of children. Print and audio-visual materials will deal with major issues central to children's well-being.

106. The Division will pursue development of a system for exchanging ideas and experience, as well as information products, among National Committees and field offices. Use of the electronic information network will be further strengthened and expanded to improve communications between and among headquarters and participating field offices and National Committees. The technological potential of electronic communication includes conferencing by electronic mail, which will allow for consultation and consensus to reach agreement on numerous issues without the need to meet. In this way, consultations can be undertaken with participating Committees and offices on many more issues and with substantial overall time and cost savings.

107. The Division will continue working with the Training Section to help programme staff to use communication and social mobilization skills to improve programme delivery. At the same time, the programme process skills and knowledge and understanding of sector-specific subject-matters will be upgraded among information staff. As much as possible, interested National Committee staff will be included in such orientation and training.

108. The Division also will help field offices to produce generic and prototype materials that can be adapted to respond to specific local concerns and needs and will help to build national mass media and communication capacity. Closer collaboration with journalists and the mass media at the country level should also strengthen the capacity to respond in emergency situations.

109. Following the World Conference on Education for All in March 1990, and the restoration to full strength of UNICEF staff capacity in this area, the Division will consult with National Committees to prepare a policy and assume its full role in global development education.

Division of Public Affairs

Functions and activities

110. The Division is responsible for policy and institutional relations with National Committees and for operational support of their work through the units established for this purpose in New York and in Geneva, and for the relationship with the NGO Committee on UNICEF and with international NGOs.

111. In addition, in support of advocacy and country-level action, the Division develops international alliances with specific groups or new audiences, such as parliamentarians, artists and intellectuals and religious leaders. It is also the locus of responsibility at headquarters for support of country-level and regional action to encourage ratification of the Convention on the Rights of the Child.

Plans and priorities

112. The Division will seek to strengthen UNICEF partnership with National Committees and to build systematic collaboration with international networks of NGOs, parliamentarians, religious leaders, artists and intellectuals and other support groups to promote the survival, protection and development of children. The Division directs the contributions of Goodwill Ambassadors and other UNICEF celebrity supporters and will be responsible for developing the advocacy components of UNICEF special events.

113. The Division will work closely with targeted constituency groups to galvanize support at global, regional and national levels and to develop opportunities for their co-operation in programme delivery. Many will play an important role in the social mobilization process at the national level. Others will be an important element in creating the necessary climate of political will, a key element affecting action on behalf of children.

114. Particular emphasis will be given to strengthening co-operation with existing partners and allies in UNICEF priority areas of health, education, nutrition and water and sanitation. In addition, however, as noted above, the Division will seek to identify new allies and to establish new support entities for children. The Division will work with National Committees to strengthen advocacy for children and their rights, and for the development of volunteer mobilization.

115. As the UNICEF focal point for the Convention on the Rights of the Child, the Division also will seek the widespread participation of selected allies in such opportunities for advocacy as the follow-up to the World Conference on Education for All and the World Summit for Children.

116. As to the advocacy work with special audiences, in both the developing and the industrialized world, it is proposed to follow the suggestion of the evaluation on the work with parliamentarians and artists and intellectuals and to review and evaluate progress in these areas in 1990. It can be reported already, however, that in 1989, the involvement of parliamentarians in UNICEF work has been growing. The secretariat work with parliamentarians in industrialized countries will be

carried out largely through National Committees and in collaboration with international parliamentary organizations.

Geneva Office

117. The Geneva Office reports to the Director, Division of Public Affairs, with its sections (Information/Development Education, National Committees, Greeting Cards, Emergency, etc.) reporting functionally to the relevant divisions in New York and administratively to the Director of the Geneva Office. The functional concerns and future activities of the Geneva Office are, therefore, largely as set out in paragraphs 101 to 116 above for the Divisions of Information and Public Affairs and for GCO in paragraphs 126 to 133 below, with special focus on the operational support of European National Committees and NGOs based in Europe, as well as liaison with selected European institutions. All project fund-raising with National Committees is carried out directly by the Programme Funding Office in New York.

118. In line with its European focus, the Geneva Office will participate, with National Committees, in planning and implementing the country approach for European countries as set out in paragraphs 150 to 168 below. The Geneva Office expects this approach, integrating all external relations areas, to strengthen its above-mentioned operational support to National Committees and NGOs.

119. As requested by decision 89/11 (see annex I), the evaluation has carefully reviewed the particular responsibilities of the Geneva Office, and the Executive Director welcomes the positive findings of the evaluation on the usefulness of that work. The Executive Director believes that the clear separation of the operational level (Geneva) and the policy level (New York) has increased responsiveness to all external relations partners serviced by external relations divisions and has provided the organization with added capacity for harnessing new opportunities in building a growing alliance for children.

Programme Funding Office

Functions and activities

120. The Office has lead responsibility for UNICEF policy-making, co-ordination, conceptual support and guidance in fund-raising. It is responsible for all funding from Governments and intergovernmental organizations, as well as for all specific project funding from the private sector, including National Committees and NGOs. The Director chairs the Fund-raising Steering Committee, and the Programme Funding Office supports the Office of the Executive Director in all contacts with Governments of industrialized countries.

Plans and priorities

121. For the 1990s, the Development Assistance Committee of the Organisation for Economic Co-operation and Development forecasts an annual increase of official development assistance (ODA) of 2 per cent in real terms. UNICEF hopes an increased share of the total will be available for the human dimension of development and for country-level programme delivery. While ODA globally in the

1980s stagnated in real terms, UNICEF income stayed ahead of inflation and actually increased some 3 per cent a year (approximately 10 per cent a year in nominal terms). 7/ Continuation of this level of increase is seem as a minimum requirement for helping to put the 1990s strategies for children into effective action.

122. UNICEF could make an even more effective contribution, however, with annual real growth of up to 6 per cent. This could be managed within the existing structure, with some adjustments of programme planning levels and staff. UNICEF fund-raising efforts, therefore, will seek to achieve real growth of 6 per cent a year. Nevertheless, budget and programme expenditure in the medium-term plan are based on the more conservative 3 per cent annual real growth.

123. New opportunities will be provided by such major developments as the Convention on the Rights of the Child, the World Summit for Children, "debt relief for children", and new ideas for private sector fund-raising. To these will be added the implementation of fund-raising strategies in co-operation with National Committees.

124. To help to reach the targets set for UNICEF as a whole, the Office will:

(a) Work to strengthen its relations with traditional governmental and intergovernmental donors and explore new possibilities for support, including in the newly industrializing countries. Highest priority will continue to be given to general resources contributions. Supplementary funding for Board-approved projects and programmes will be sought from donors already contributing generously to general resources;

(b) Explore, as part of the "debt relief for children" effort, possibilities for additional local currency funding in selected countries, working closely with the World Bank, the Inter-American Development Bank, other regional banks and private banks, as well as interested countries;

(c) Advocate for increased priority and allocation of financial resources for development favouring children from other international agencies and bilateral donors, whether or not this support is provided through UNICEF;

(d) Help to develop, in co-operation with National Committees, a fund-raising strategy in their respective countries, in which regard the Office will be the point of secretariat contact. The fund-raising workshop organized by the National Committees and supported by the Office and GCO will give guidance on fund-raising approaches and strategies;

(e) Help to develop, through training and joint approaches to potential donors, the expanded role of UNICEF field offices, so that they will have an increased role in helping to mobilize resources.

125. Additional efforts will be made, in collaboration with field offices and other headquarters divisions, to provide donors with project proposals of appropriate quality and timely progress, financial and utilization reports.

Greeting Card Operation

Functions and activities

126. GCO produces greeting cards and other products and is the part of the secretariat responsible for supporting and facilitating private sector fund-raising for UNICEF general resources, notably through direct mail, corporate fund-raising, public service advertising, special fund-raising events and new initiatives. For the above purposes, it produces fund-raising and advocacy materials.

127. GCO administrative and financial management and procedures are defined by the UNICEF Financial Regulations and Rules and the Special Supplement for GCO (E/ICEF/FINANCIAL RULES/1 and Add.1). These assign to the GCO Committee 8/ the responsibility for reviewing results, progress, pricing policies, plans, budgets and "any other general management matters", and for providing "indications and advice as necessary", thereby integrating GCO into the overall structure of UNICEF. In the opinion of the Executive Director, this working structure provides the close financial and administrative control advocated by the evaluation.

128. The GCO Committee, now meeting at least once every two months, together with the External Relations Committee and the meetings of the directors of the external relations divisions, will provide the management and co-ordination framework for the necessary dovetailing of GCO work with the rest of the external relations activities. At the same time, this will allow the recognized entrepreneurial spirit and flexible approach of GCO to have as free a rein as is consistent with good order in the overall conduct of external relations.

Plans and priorities

129. Based on the goals of GCO and its medium-term plan, the objectives for the next five years have been established in three broad areas.

130. GCO products. The goals in this area are:

(a) To increase the volume of cards sold to 175 million and achieve a net contribution to UNICEF general resources of $75 million by 1995;

(b) To develop additional sales networks world wide, maximize product quality and improve production methods and product composition;

(c) To implement fully the GCO marketing orientation, as well as effective cost and performance controls;

(d) To achieve the 50 per cent profitability objective established by the Executive Board.

131. Private sector fund-raising. Based on the country approach strategy and the recommendations of a 1989 National Committees workshop, the following activities are planned for the next five years:

(a) A special five-year "challenge" campaign to raise an additional $100 million through direct-mail solicitations, in co-ordination with other UNICEF external relations divisions and through National Committees and field offices involved in private sector fund-raising;

(b) A continuing process of research and assessment of private sector fund-raising potential and conditions in each of the participating countries;

(c) A system of joint planning and reporting with National Committees and field offices to co-ordinate support services needed to increase the effectiveness of UNICEF outreach and to strengthen moral and material support;

(d) Materials and documentation to strengthen private sector fund-raising and advocacy which take into account UNICEF goals and strategies for the 1990s;

(e) The development of concepts, methods and, in conjunction with the Division of Information, materials, for adaptation by National Committees and field offices to their particular situations and needs in direct and mass appeals;

(f) The exchange of ideas, concepts and training in fund-raising methods and themes through a series of workshops, seminars, consultations and networking.

132. Special fund-raising events and new initiatives. In the areas of special fund-raising events and new initiatives included in its mandate in 1989, GCO will complete structures and procedures for co-ordination and implementation in 1990 designed to lead to a steadily increasing number of events that produce substantial income and hold strong advocacy potential.

133. Future activities will include:

(a) The review, assessment and internal development of proposed event opportunities, with emphasis on financial viability and effective advocacy;

(b) The management and implementation of fund-raising events with appropriate professional controls, while ensuring an acceptable standard of income and advocacy;

(c) Consultation and co-ordination with National Committees, field offices and UNICEF external relations divisions, with a view to developing new and existing events and initiatives that can be duplicated in several countries;

(d) The establishment of long-term relationships with external partners, such as well known performing artists and corporate sponsors likely to underwrite events.

All this will be accomplished in accordance with the guidelines for UNICEF participation in global events (E/ICEF/1988/L.8/Rev.1) approved by the Executive Board in 1988 (E/ICEF/1988/13, resolution 1988/8).

C. Tokyo and Sydney Offices

134. The Tokyo and Sydney Offices continue to operate under the UNICEF representative in Tokyo, who is also the representative for Australia and New Zealand. This arrangement has proven satisfactory and no change is proposed at the present time.

V. STRATEGIC MANAGEMENT MECHANISMS

135. As noted in the 1989 report on external relations policies and function (E/ICEF/1989/L.4), the foremost representative and communicator of UNICEF is the Executive Director. He is assisted in this task by his three deputies, both in their personal capacities and as members of the External Relations and Greeting Card Committees. The impetus and broad co-ordination for external relations work also come from the deputies' meetings, where the Executive Director and his deputies address policy and management issues of corporate scope.

136. Thus, as well as creating new mechanisms and approaches for the improvement of its strategic management, external relations will also make increased use of mechanisms already in place.

137. The Executive Director will keep the Executive Board informed of the year-by-year progress of the planning and management improvements proposed in the present paper and of ensuing and envisaged developments through the regular channel of the medium-term plan.

A. Relations with the United Nations system

138. At its 1989 session, the Executive Board reviewed a separate policy paper entitled "UNICEF and the United Nations system: an agenda for inter-agency action" (E/ICEF/1989/L.8) and approved decision 89/14 (E/ICEF/1989/12). A follow-up report and proposed responses to upcoming developments will be placed before the 1990 Executive Board in document E/ICEF/1990/L.8.

139. As described in detail in those documents, at the headquarters level UNICEF works actively with a full range of inter-agency mechanisms. For example, the Administrative Committee on Co-ordination meets regularly twice a year at head-of-agency level to review major issues and common efforts. The Joint Consultative Group on Policy (JCGP), the Consultative Committee on Substantive Questions (Operational Activities), and the Committee for Programme and Co-ordination also meet on a regular basis to establish common themes and goals, establish guidelines for co-ordination and review progress. In the past two years, the Deputy Executive Director, Programmes, has successfully chaired JCGP and the Consultative Committee on Substantive Questions (Operational Activities).

140. At the country level, there are a number of corresponding mechanisms, including meetings of JCGP organizations, consultative groups and round tables. In particular, the United Nations Development Programme (UNDP) Resident Co-ordinator

system has a strong role to play. UNICEF is advocating strengthening of the resident co-ordinator system through more regular programme-oriented review sessions; the establishment of subgroups focusing on particular themes; and better training and orientation of resident co-ordinator and senior field staff on inter-agency issues.

141. Over 40 years, UNICEF has developed a strong framework of collaborative mechanisms with the World Health Organization (WHO), including the Joint Committee on Health Policy, which meets every two years, and inter-secretariat meetings twice a year. More recently, the Joint Committee on Education has been established, with the United Nations Educational, Scientific and Cultural Organization (UNESCO). The World Conference on Education for All itself will be a collaboration between UNICEF, UNESCO, the World bank and UNDP, together with 20 co-sponsors and associate sponsors from bilateral aid agencies and other development institutions. All are expected to be a part of the institutional follow-up to the Declaration and Framework for Action adopted by the Conference.

142. UNICEF is also a member of the Task Force for Child Survival, also known as the Bellagio Group, together with UNDP, the World Bank, WHO and the Rockefeller Foundation, with the participation of a number of the bilateral aid agencies.

143. This summary is necessarily illustrative rather than comprehensive. More detail is provided on those, as well as other mechanisms of co-ordination, in the documents noted above.

B. External Relations Committee

144. The strategic management of external relations will be handled through the External Relations Committee, which now meets regularly to review and formulate external relations policy and undertake joint planning, task-sharing and co-ordination. It is chaired by the Deputy Executive Director, External Relations, and consists of the Deputy Executive Director, Operations; the Deputy Executive Director, Programmes; the directors of the Division of Information, the Division of Public Affairs, the Programme Funding Office, GCO and the Geneva Office; the Secretary of the Executive Board; the Director of Programme Division and the Chief of Programme Communication; the Director of the Planning Office; the Comptroller; and the Director of the Division of Personnel. Regional directors also participate when they are in New York.

145. Others, including National Committee representatives, will be invited to participate in meetings on issues related to their activities or concerns. The terms of reference for this participation will be discussed with National Committees.

146. A smaller and more informal group, chaired by the Deputy Executive Director, External Relations, and consisting of the directors of the Division of Information, the Division of Public Affairs, the Programme Funding Office and GCO (with attendance by the Director of Programme Division or the Chief of Programme Communication for discussions on the process of integrating external relations with

other aspects of programme, as well as by the Director of the Geneva Office when in New York), now meets regularly between meetings of the External Relations Committee. When required, task forces will be established by the Deputy Executive Director, External Relations.

147. The Executive Director believes that the above arrangements, which address the need for better management, strategic thinking and co-ordination, respond to the evaluation and will allow the External Relations Group to function as an integrated whole, as well as to liaise satisfactorily with the other sectors of the secretariat - above all with the Programme Group, with which external relations are inextricably linked. Given the sharing of some functions by several divisions, the need for co-ordination will be addressed from the earliest stages of individual projects and as part of the overall work plan.

148. At the time of writing, guidelines were being drafted to ensure a clear division of responsibilities between, for instance, the Programme Funding Office and GCO on fund-raising, the Division of Public Affairs and GCO on special events, and the Division of Information and the other divisions on information and publications. In addition, responsibilities of the Special Events and New Initiatives Unit have been laid down by the GCO Committee, and the role prescribed of the Special Fund-raising Events Advisory Committee, which will provide co-ordination in these areas.

C. External relations manual

149. As recommended by the evaluation, an external relations manual will be prepared, following the format of the other existing UNICEF manuals. A "Who Does What" guide will also be prepared.

D. The country approach

150. The integrity of the country programme process remains the fundamental organizing principle of UNICEF work world wide, ensuring that any initiative is filtered through the screen of national priorities. One role of external relations divisions in New York and Geneva is to support work at the country level.

151. Secretariat experience of working at the country level, however, has been greater in the developing world than in the industrialized world. The relationship with industrialized nations has been based on mobilizing support and raising funds, in considerable part through National Committees. Sectoral support in the form of information and reference materials, development education kits and other services has, of course, been provided by various headquarters divisions, and country and regional offices have co-operated in supplying information and facilitating field visits. But the secretariat has assigned relatively few staff, apart from those in the Geneva Office and of GCO - the business of which centres on the markets of the industrialized world - to support for National Committees per se. The small unit formally responsible for policy and institutional relations with those essential UNICEF partners has been headquartered in New York for less than two years.

152. The coherence of secretariat relations with the Committees has been affected by this pattern of ad hoc responses. The result has been calls, both from the Committees and from within the secretariat, for a more co-ordinated approach, and by the evaluation for more integrated management of external relations vis-à-vis National Committees.

153. Rather than seeking this integration by channelling all National Committee requests and contacts through one operational unit, such as the National Committee secretariat, the Executive Director believes co-ordination will be better managed on the basis of improved process and that there is no reason to interfere with existing day-to-day bilateral relations.

154. The improvement proposed by the secretariat is to take the country approach, as a framework for planning and action, with the well defined and proven process followed by UNICEF in the development of every country programme of assistance and co-operation. The purpose of the country approach is to co-ordinate all UNICEF initiatives within a given country - whether with the Government, the National Committee, relevant NGOs or other institutions.

155. The External Relations Group is jointly responsible for developing the country approach in co-operation with the respective National Committees, with the Programme Funding Office currently designated as the secretariat focal point.

E. How it would work

156. Under the standard Recognition Agreement currently governing secretariat/Committee relations and responsibilities, Committees provide to the secretariat a work plan, an annual report and a financial report each year.

157. It is proposed, initially with a select number of interested Committees, to transform this relatively passive arrangement into a more intense involvement in which the Committee and the secretariat would join in a common effort to explore strategic possibilities for fund-raising, information, advocacy and global development education in a given country. The secretariat would seek to support the approach by identifying training or advisory possibilities, helping with the exchange of experience and with other means of reinforcing the efforts of individual Committees and promoting the wider uptake of the potential thus uncovered.

158. As far as National Committees are concerned, the country approach would be entirely voluntary. It would be undertaken for the time being on a case-by-case basis by all concerned headquarters divisions so that experience can be gained with available staff resources. The full implementation of this approach must be a long-term effort and proceed with the involvement of the Government, in complete consultation with the National Committee concerned, and in the light of experience as it develops. It should be understood also that many Committees would continue to require more conventional assistance through established services.

159. As already noted, centring the interest of external relations divisions on a particular country would improve not only co-ordination at headquarters, but also create a broader familiarity with the important concerns and issues affecting the environment of opinion within which the Committee is working. It would thereby bring the secretariat into closer touch with industrialized country audiences, help to shape its services over time to fit more closely Committee needs and help to share and exchange Committee experiences.

F. Opportunity analysis

160. The secretariat and the participating Committee would each designate staff with expertise in the relevant areas to meet and examine jointly, in the light of Committee and secretariat plans, the possibilities for strengthened support and collaboration.

161. The beginning of the country programme process in the developing world is the situation analysis. The analogous step in an industrialized country would be a comprehensive look at opportunities for advocacy, fund-raising, information and global development education. One purpose might be to identify funding and advocacy constituencies and the ways and costs of reaching them. A second might be to identify potential allies and develop strategies for working with them. A third purpose might be to establish, through focus group research, the attitudes of key demographic groups on specific issues of Committee concern.

162. Where Committees already do this, in part or in whole, the aim of secretariat involvement would be to support them and to encourage wider and more systematic use of these techniques and, particularly, to build an organized body of experience to help to put these advances to use for the benefit of other, less financially secure, Committees. A frequent point made by Committees in the evaluation was the need for greater exchange of their own experience. It would be useful if such exchanges could help to reduce some of the current disparities in National Committee resources.

163. This stage of the process, which helps to identify potential allies and supporters, might also help to avoid difficulties and loss of momentum sometimes arising at the country level from alliances with international NGOs, thus making such alliances more effective.

164. Once opportunities have been identified, other stages would follow the logical sequence of programme and project planning: objective-setting; constraint analysis; scheduling; budgeting; identification of indicators to monitor progress and permit course correction, if necessary; and establishment of criteria to assess impact and evaluate the general success of the project.

165. Today, the Convention on the Rights of the Child is providing a number of Committees with opportunities for advocacy and information visibility and, indeed, for involvement in action in their own countries, thus reaching new audiences through which they seek to build a sense of solidarity on the basis of a common concern for child rights. UNICEF policy is that budgetary support is not provided for initiatives in the industrialized world which must be funded from resources, governmental or otherwise, available locally.

166. If resources were available to implement it fully, the country approach would substantially improve the linkage between secretariat support and National Committee needs - and vice versa. At the most fundamental level, it would integrate the use of existing work plans and financial and annual reports into a more coherent secretariat approach to the various dimensions of National Committee work. As secretariat understanding of Committee working grows, existing services would be adapted and particular help would be provided.

167. At headquarters, the efforts of advocacy, global development education, public outreach and fund-raising in the private and government sectors would be co-ordinated through an overall approach, treating the country as a single entity. Continuing contact between the various divisions around interrelated responsibilities for a given national environment should allow a co-ordinated response and avoid duplication. At the same time, this would put the National Committees in a better position to provide the secretariat with support in international efforts when needed.

168. The Programme Funding Office has already initiated discussions with selected National Committees on fund-raising approaches and strategies. GCO has long had similar country-level relations in its traditional areas of responsibility and will expand them to embrace the additional private sector fund-raising and special fund-raising events and new initiatives.

G. Recognition Agreement

169. Working more effectively with National Committees will be at the heart of the headquarters external relations strategy for the future. As suggested in the evaluation, a more effective working relationship with National Committees should include review of the Recognition Agreement, to be undertaken in close and ongoing consultation with them, in order to arrive at a renewed understanding of rights, responsibilities and obligations on each side in this partnership, bearing in mind both the diversity of National Committees and the need for a solid basis of agreed principles for co-operation.

170. Such an exercise will take time and should benefit from closer co-operation between the secretariat and National Committees under the country approach formula.

H. Non-governmental organizations

171. The Division of Public Affairs in New York and the Geneva Office, particularly their NGO liaison units, have overall responsibility for co-ordinating UNICEF work with international NGOs, both directly and through the 168-member NGO Committee on UNICEF. Major NGO allies such as Rotary International, the Junior Chamber International, the Scouts and Guides, the Save the Children Alliance, the League of Red Cross and Red Crescent Societies, the International Council of Nurses, the International Pediatric Association and others that have provided major programme support will continue to work closely with UNICEF at the global, regional and country levels in reaching those goals.

172. Clearly this continues to be an area of powerful potential, as experience with country-level action, global advocacy and child survival fund-raising has shown. However, it is not enough to confront NGOs with a new idea or opportunity. The secretariat accepts that real programme effectiveness comes with a negotiated and agreed plan of action leading to joint implementation and greater and more sustained efforts towards mutual understanding. Such efforts include the joint training or orientation of UNICEF and NGO field staff and systematic monitoring.

173. The objective is greater integration of such collaborative efforts with activity at the country level, where UNICEF offices have a long tradition of working with local NGOs. This may be accomplished through greater consultation with established networks, or with temporary coalitions, of NGOs interested in particular issues or themes, together with increased interaction with the programme desks and field offices.

174. This is one of the many areas that stands to be strengthened through a closer working relationship between the secretariat and National Committees as part of the country approach detailed above.

I. Support to field offices

175. In improving the integration of external relations management between headquarters and the field, the structural relationship is clear: the country office provides the focus of co-ordination. At the country level, the representative is responsible for external relations, as well as for all programme-related matters and for facilitating the gathering of material or other efforts needed for the organization's advocacy and fund-raising. The Government also agrees to co-operate in this function as part of the Basic Agreement.

176. External relations divisions at headquarters, as a matter of history, were established and equipped to work internationally, not to participate comprehensively in the development of country programmes world wide. The latter role would have required a substantially larger complement of external relations staff at headquarters, an option never seriously considered.

177. Instead, the trend has increasingly been to provide a strategic framework and support for field office and country programme action in areas where external relations skills and perspectives might play a helpful role.

Programme communication

178. Examples of this framework and support include the "project (later programme) support communication" function (now the Programme Communication Office of the Programme Division), which was established in the Information Division in the early 1970s. With a core establishment of never more than two or three Professional staff members, it has provided technical guidance and support to the field, particularly to the communication officer network, that eventually has expanded to cover some two thirds of UNICEF country offices. As that proportion indicates, the integration of communication in the overall programme took place at the field level.

Lessons into guidelines

179. The advent of social mobilization prompted some of this integration and also showed the need for other skills, among them those in targeted advocacy and in the development or expansion of working relationships with the mass media and with NGOs. Most of those skills existed among the external relations staff of headquarters and the field network, and were drawn upon in the development of orientation and training programmes for UNICEF staff, which systematized the lessons emerging from field office experience in mobilization. Later, those lessons became part of efforts, with the Programme Division at headquarters, to improve guidelines and to monitor the impact and stimulate the progress of mobilization, advocacy and outreach to new allies in country programmes.

Mobilization analysis

180. A particular example is the basic programme process of the situation analysis, the first step in the development of every country programme of UNICEF assistance. In the past five years a number of country offices, with assistance from communication and information colleagues at headquarters, have begun to analyse the opportunities and potential for mobilization in their societies, looking at mass media, surveying NGOs with advocacy, research or operational capacity and even establishing the attitudes of parents to particular matters concerning children and assessing their openness to key behavioural changes.

181. A good basic model is provided by the UNICEF Accra office which involved most of the Professional staff in the country office in its mobilization analysis. Government counterparts, potential NGO allies and others concerned used the resulting mobilization analysis to set strategies towards achieving UCI in Ghana and to provide a sustainable institutional structure for other health mobilization.

182. More generally, and encouraged by such experience, UNICEF headquarters adapted its guidelines for situation analyses to include the mobilization dimension. A training, communication and information group developed, tested and refined a social mobilization package, with the help of programme and communication staff in the field.

Making mobilization work

183. These efforts have had their successes. Apart from the introduction of guidelines and training, many country offices are now employing advocacy, media and information skills and techniques in the mobilization of human and financial resources for programme purposes. Senior management will encourage intensified application of the guidelines and further refinement of the techniques of communication and mobilization analysis in the development of new country programmes.

184. Mobilization analyses will provide both the country offices and headquarters with a better basis for assessing the possibilities of new initiatives, particularly those first articulated at the global level. Sustainability requires such initiatives to be rooted in the country programme and this implies a more

measured and deliberate approach at the international level. At the same time, the analysis of opportunities for mobilization increases the known options at the country level, allowing for greater flexibility in adapting initiatives to the national situation.

Documenting achievements

185. The biggest single influence on creating awareness and exchanging social mobilization experience, however, undoubtedly has been the State of the World's Children report which, year by year, has documented the steady achievements of this approach and greatly facilitated the adoption of its methods. Another source of information on the mobilization experience, aimed at a more technical audience, has been the various analyses and rapid appraisals undertaken by the Evaluation Office, which has submitted country experiences to a rigorous, multidisciplinary examination in an effort to clarify the process and to draw lessons from it.

Facts for Life

186. Another example is the analysis of developments at the field level which resulted in the conception of the Facts for Life initiative, 9/ a social mobilization tool that has become part of programming in more than 30 countries and frequently is translated and adapted at that level. So far, it is circulated in more than 50 language versions, including the 5 provided by the initial production run. Almost all country programmes being submitted to the Executive Board at the present session have programmed Facts for Life activities. Copies in print have quintupled to almost 1.5 million, and the messages are in considerable use by mass media and the important alternative channels of communication for which the initiative was specifically designed.

Convention on the Rights of the Child

187. A further instance of the collaborative working relationship between headquarters and the field was the effort undertaken to encourage debate on the Convention on the Rights of the Child and consideration for supporting its adoption. Regional- and country-level seminars and discussion of the issues, on the basis of material collected by a headquarters support group, helped numerous countries to participate in the drafting and to decide on support for the adoption of the Convention by the General Assembly in November 1989.

Supporting materials

188. For the future, it has been decided to produce, in conjunction with Programme Division and regional and country offices, more audio-visual and print materials designed specifically to support programme advocacy as suggested by the evaluation. Already, some countries have been helped to review the role of radio in programme communication, and others the use of television. A considerable effort has been mounted to develop prototype animated health messages for television use. The potential of such messages, confirmed through focus group research in several developing regions, lies in the ability of animation to convey information without seeming alien to the local culture. The considerable

production cost can, therefore, be offset by virtually universal use. This experience led to plans for a seminar, with participants from some 50 developing countries, undertaken in collaboration with the Czechoslovak Committee for UNICEF and Kratky Films in Prague in March 1990 and bringing together animators, communicators and broadcasting decision makers to examine the techniques and their possibilities.

189. Notwithstanding their achievements, these measures could not, in and of themselves, achieve the closeness of integration between the external relations functions at headquarters and field levels that the Executive Director agrees is necessary.

J. Headquarters and field integration

190. The longer-term and sustained impact must derive from early and systematic integration of advocacy and mobilization elements into the programme development process, with the help of external relations staff with specific knowledge and expertise in these areas. This should be done when there is still time to undertake relevant local studies of communication channels, of mobilization potential and of opportunities inherent in broad public attitudes, as well as when proper consideration can still be given to the integration of these elements, along with logistics, training and other programme dimensions, into the planning process.

191. This will be achieved, as staff resources permit, by selective involvement of headquarters external relations staff in the process of developing country programme recommendations. In addition, headquarters programme staff will be provided with orientation to undertake similar work. The Programme Funding Office will add training on fund-raising to regional meetings to help to orient representatives and other senior programme staff in the field.

192. Close support for, and monitoring the progress of, the social mobilization and communication dimensions of the situation analysis will be a major part of headquarters involvement in the development of new programmes. Already the practice has begun of bringing field information and communication staff to headquarters to help in the annual review of country programme reports. Headquarters staff are more systematically attending programme preview and review meetings at country level, as well as reviews of programme recommendations in the region or in New York. This builds on and reinforces the assignment in 1989 to headquarters information staff of responsibility for coverage of particular geographi regions.

K. Rotation and cross-training

193. A number of measures will help to build more effective management of external relations world wide, and to improve the integration of these efforts with other aspects of the programme process. They also are in line with the objective of training for a more rounded UNICEF officer with at least adequate knowledge in all the broad functional areas of external relations, programme and operations. These

measures include (a) greater staff rotation between external relations and other programme functions (which for these purposes also includes operations staff working in programming situations); and (b) joint training and orientation.

194. In addition, efforts would continue:

(a) To foster or strengthen, among programme staff at headquarters and in the concerned field offices, all-round knowledge of external relations skill areas, including working with media, fund-raising, mobilization analysis and print and audio-visual production;

(b) To familiarize these staff with the management and potential contribution to the overall programme of the external relations dimension;

(c) Conversely, to familiarize external relations staff with the programme process and its application in different country situations;

(d) To encourage more regular exposure of representatives and key programme staff to National Committees and international non-governmental groups;

(e) To help information, communication and external relations staff to support UNICEF country programme efforts to develop positive health and child-care behaviours.

195. An interdivisional task force approach combining advocacy, fund-raising and media, as well as programming and training skills, would help systematically to integrate the work of headquarters divisions - External Relations and others - by co-ordinating their inputs, for instance, around the needs of a particular country programme. Limited staff capacity would require this approach to be implemented selectively, in the developing as in the industrialized world. These measures would also provide the basis for better experience exchange and a sharper understanding of more general training needs, in both the programme and the external relations areas.

196. The concertation of divisional inputs would take place under the aegis of the External Realtions Committee, in which the Programme Division, Planning Office and key operational functions have clear roles and, more particularly, in the smaller body of the Division Directors of the External Relations Group. The Deputy Executive Director, External Relations, would establish interdivisional task forces to undertake this work with designated country programmes. Special attention would be given to avoiding overlapping and duplication. The result of an Information Resource Management study, 10/ launched early this year, would be very useful in this respect.

197. Another initiative will be undertaken with the Information Resource Management Office to upgrade distribution lists and introduce the new contact data-base software. This software has been developed by the secretariat to systematize the building of reliable lists of decision makers, professional, technical and other influential contacts, as well as useful institutions and organizations, and opinion leaders and community or mass organizations.

L. Monitoring and evaluation

198. Notwithstanding the complexities inherent in monitoring or evaluating information and advocacy initiatives, the secretariat remains convinced that ways must be found to accomplish it. External relations divisions at headquarters will work with the Evaluation Office to develop acceptable measures and to find ways to apply them in the normal process of everyday work.

199. The ultimate measure of effectiveness for UNICEF advocacy and information efforts might well be a quantifiable change of public opinion. Indeed public opinion polls, although beyond UNICEF resources in most cases, are already a useful way of establishing a baseline in public attitudes to children's issues. Part of the value of these polls will lie in the media visibility and public interest devoted to the results. The polls themselves should provide a focus of attention, thus helping both to air the issues and to refine the methodology. The secretariat believes that institutional interest in funding such polls may allow them to be accomplished with only some staff time required as the UNICEF input.

200. In the nearer term, other indicators or ways of evaluating progress will need to be found. These may include a quantifiable increase in the outreach to relevant audiences, measured effects on their attitudes through focus group research, or tangible improvements in funding and other support attributable directly to advocacy initiatives, to the extent that this can be demonstrated. The incorporation of monitoring mechanisms into the regular work of external relations would not only improve the effectiveness of these efforts over time, but would facilitate periodic evaluation of the kind recommended by the External Auditors to take place at least every five years.

201. One step endorsed by the evaluation, a survey of UNICEF publications, has already been undertaken with the assistance of the Evaluation Office. Conclusions arising from it are being implemented after consultation with the National Committees, on whose views the survey recommendations were based.

VI. CONCLUSION AND RECOMMENDATION

202. The Executive Director proposes to address the financial and budgetary implications of the improved functioning of UNICEF external relations within the current approved regular biennial budget for the years 1990-1991. Future implications will be addressed - within necessarily limited available resources - in the context of the next regular biennial budget for the years 1992-1993. Reference is made, however, to document E/ICEF/1990/P/L.33 which recommends approval of an amount of $1 million from general resources, and an amount of $2 million in supplementary funds, for a global communication support programme for the development of audio-visual and printed materials and pilot communications projects and to train communicators for the period 1990-1992.

203. The Executive Director believes that the measures outlined above will go a long way towards correcting past mistakes and capturing the full potential identified in the evaluation. The Executive Director takes this opportunity to

express his appreciation to the Reference Group for their work and to thank the evaluation team and all who took part in this undertaking.

204. Therefore, the Executive Director recommends that the Executive Board approve the following draft proposal:

"The Executive Board,

"Recalling its decision 89/11 requesting the Executive Director to analyse and evaluate the current external relations of the United Nations Children's Fund and, on that basis, to outline its future role, policies, guidelines, functions and priorities and activities,

"Having considered at its 1990 regular session document E/ICEF/1990/L.4 entitled "The future role of UNICEF external relations",

"1. Notes with appreciation the final report on the evaluation and analysis of the Fund's external relations policies and functions, provided to Board members in November 1989; 1/

"2. Supports the broad lines of approach set out in the document to improve the integration of the planning and management of UNICEF external relations, in particular reactivating the External Relations Committee and more regular meetings of Division Directors at headquarters;

"3. Endorses the measures proposed to strengthen linkages between external relations efforts at the Fund's headquarters and in the field and National Committees, in particular the adoption of the "country approach" as described in document E/ICEF/1990/L.4;

"4. Notes the further measures and improvements to be adopted by the secretariat as a result of findings by the evaluation and analysis, as well as the secretariat's intention to undertake two further evaluations in 1991 on activities with respect to children by parliamentarians and artists and intellectuals;

"5. Notes that the Executive Director proposes to address the financial and budgetary implications of the improved functioning of the Fund's external relations within the current approved regular budget for the 1990-1991 biennium;

"6. Requests the Executive Director to address the question of future financial and budgetary implications within the context of the Fund's proposed 1992-1993 regular budget estimates;

"7. Requests the Executive Director to report annually to the Executive Board in his progress report on the progress made in implementing the above-mentioned approach and measures and on other relevant developments and plans in the area of external relations."

1/ See E/ICEF/1990/L.4, annex II.

Notes

1/ The full evaluation is available upon request in English, French and Spanish.

2/ No estimate can be made of the value of this "leverage effect" world wide. It has been dramatically demonstrated, however, in the many activities of the UCI effort and in UNICEF work to facilitate both this action and consideration of the Convention on the Rights of the Child. The evaluation notes the example of Brazil, where some $4.5 million was raised for the country programme in a UNICEF collaboration with the National Advertising Council. There is an impact on the industrialized world as well. World-wide advocacy for accelerated child survival programmes and programme achievements in a number of countries helped to convince legislators of the United States to establish a fund to support, through the United States Agency for International Development, increased child survival efforts, for which appropriations have increased annually from $25 million in 1984 to $200 million in 1990. Another example is the mobilization of Rotary International to support world-wide polio eradication efforts through extensive support activities by its chapters in developing countries and by raising more than $240 million internationally.

3/ Advocacy has long been a part of the development of country programmes. More recent is its widespread use also in their implementation.

4/ Most of the goals for the 1990s were endorsed by the 1989 Executive Board and agreed with WHO and other relevant agencies of the United Nations system as input to the proposed strategy for the fourth United Nations development decade. (See also Executive Board document E/ICEF/1990/L.5, "Development goals and strategies for children: priorities for UNICEF action in the 1990s".)

5/ It is recognized that the widely accepted terminology of "developing" country or world is a strictly economic classification and, therefore, somewhat questionable in educational terms as an appropriate way to characterize societies and cultures which, in other ways, are as fully "developed" as any.

6/ As noted in the 1989 paper on UNICEF external relations, policies and function (E/ICEF/1989/L.4), the Programme Group (the Deputy Executive Director (Programmes), Programme Division, Evaluation Office and Planning Office) undertakes a considerable amount of advocacy, particularly around priority issues such as adjustment and recession, but also on technical matters such as cost-recovery, appraisal of mobilization experiences, as well as other innovations. Frequently these activities involve external relations staff or services. Co-ordination is supported by organizational target-setting, for which the Programme Group collaborates with other agencies and institutions. The Programme Division is responsible for social mobilization work through its Programme Support Communication section.

7/ The difference between nominal and real growth is due to both inflation and currency fluctuations.

Notes (continued)

8/ The composition of the GCO Committee is as follows: Executive Director (Chairman); Deputy Fxecutive Director, External Relations (Vice-Chairman); Deputy Executive Director Operations; Deputy Executive Director, Programmes; Director, GCO; and Comptroller (observer). The Chief, Budget Section, participates in budget sessions.

9/ The Facts for Life messages were co-published by UNICEF, WHO and UNESCO, in partnership with more than 100 NGOs, which undertook to support the initiative through their networks of affiliate organizations world wide.

10/ The information resource management study examines what information and from which source is needed and used by each functional unit and activity, and how it is exchanged between units. This provides a kind of "map" of how units should fit and work together and tends to highlight areas where the efficiency of this exchange process could be improved or where overlap or duplication of function exists. This study will take into account similar studies undertaken in the past two years on financial information systems and programme information systems.

Annex I

DECISION ADOPTED AT THE 1989 EXECUTIVE BOARD SESSION

1989/11. UNICEF external relations policies and function

The Executive Board,

Recalling its decision 1987/11 and resolution 1988/12 on the restructuring of regional offices and headquarters locations,

Reaffirming the external relations guidelines contained in document E/ICEF/L.1455 on UNICEF external relations which were endorsed by the Executive Board in 1983 and reaffirmed in 1988,

Having considered document E/ICEF/1989/L.4 entitled "UNICEF external relations, policies and function",

Reaffirming the importance of the UNICEF external relations function in relation to all countries, in particular to improve programme delivery and to strengthen advocacy and fund-raising,

1. Requests the Executive Director, in close consultation with Board members and National Committees, to carry out an in-depth analysis and evaluation of the effectiveness of current UNICEF external relations policies, functions, guidelines and activities, making appropriate use of outside expertise;

2. Further requests the Executive Director to outline, on the basis of the above-mentioned analysis and evaluation and in close consultation with Board members and National Committees, the future role, policies, guidelines, functions, priorities and activities of external relations;

3. Further requests the Executive Director, taking into account the views expressed at the 1989 Executive Board, to submit a consolidated report on the requests referred to in paragraphs 1 and 2 above to the 1990 Executive Board;

4. Further requests the Executive Director, recognizing the importance the Executive Board attaches to the Geneva Office, to take into account, in carrying out the above requests, the particular responsibilities of this office vis-à-vis the European National Committees and non-governmental organizations based in Europe;

5. Further requests the Executive Director to include in the document on UNICEF strategies for the 1990s to be presented to the 1990 Executive Board, priorities for external relations activities in the 1990s, taking into account the views expressed by Executive Board members at the 1989 session.

Annex II *

EVALUATION REPORT ON UNICEF's EXTERNAL RELATIONS POLICIES AND FUNCTIONS

INTRODUCTION

At its session in April 1989, the Executive Board of UNICEF requested the Executive Director in "close consultation with Board members and National Committees, to carry out an in-depth analysis and evaluation of the effectiveness of current UNICEF's external relations policies, guidelines, functions, priorities and activities, making appropriate use of outside expertise". It further requested the Executive Director "to outline, on the basis of the above-mentioned analysis and evaluation and in close consultation with Board members and National Committees, the future role, policies, guidelines, functions, priorities and activities of external relations" and to include these priorities in the document on UNICEF's strategies for the 1990s.

It reaffirmed the importance of the UNICEF's external relations function in relation to all countries, in particular to improve programme delivery and to strengthen advocacy and fundraising. It also requested the Executive Director, recognizing the importance the Executive Board attaches to the Geneva Office, to take into account the particular responsibilities of this office vis-a-vis the European National Committees and non-governmental organizations based in Europe. The full resolution passed by the Executive Board is attached as annex 1 to this report.

This report presents the findings of the in-depth analysis and evaluation called for in operative paragraph 1 of the resolution, including some suggestions that the UNICEF's management may wish to consider when proceeding with the request outlined in operative paragraph 2, namely in outlining the future role, policies, guidelines, functions, priorities and activities of external relations.

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* This annex contains cross-references to relevant paragraphs in the present document.

MAJOR FINDINGS

Relevant paragraphs from "The future role of UNICEF external relations" (E/ICEF/1990/L.4).

1. While on the whole, UNICEF is very effective in its external relations activities, perhaps more so than any other UN Agency, greater effectiveness would almost certainly result from a more strategic management approach to external relations. Current activities, both successful and unsuccessful, suffer from a certain ad hoc management, both in terms of financial, human and time resources allocated to them. In an environment where the maxim "do more with less" prevails, old and new activities compete for staff, time and money and the strategic potential for synergism is often lost for lack of adequate consultation, planning, financial support, evaluation and long-term follow-up for maximum effect.

See chapter V, Strategic Management Mechanisms, especially section on External Relations Committee, paras. 144-148.

Instead of capitalizing on its insightful and innovative ideas through a well-conceived strategic plan that allows all external relations activities to interact in a mutually reinforcing manner, all too often, new ideas are acted upon as if the delay that a certain amount of planning requires would mean that the opportunity is forever lost.

See sections on The era of social mobilization, especially paras. 42-43, and Monitoring and evaluation, paras. 198-201.

New initiatives are often introduced with insufficient planning support in terms of operational guidelines, finances or personnel for Field Offices, or National Committees, to effectively incorporate them into their regular programme and avoid that on-going activities are not, to some extent, neglected.

See sections on The country approach, paras. 150-170, and Support to field offices, paras. 175-197.

2. Global programmatic advocacy thrusts are effective for advocacy, fundraising and programme delivery, but sufficient lead-time is necessary to build them into the Country Programme framework in developing countries through the normal process of consultation with governments. Global programme thrusts need to be "marketed" locally and adapted to the local realities to ensure their relevance.

See section on The era of social mobilization, paras. 42-43.

3. While global programmatic thrusts are seen to be generally effective, they may have the effect in some countries, of diverting UNICEF attention from areas where other types of intellectual and programmatic input could have had a more profound effect on the well-being of children. Other countries which were embarked on promising initiatives in other sectors found funding for these decline in favor of high thrust programmes.

A greater pragmatic flexibility in the extent to which global thrusts are pushed in individual countries would mitigate against such unintended negative effects.

See para. 45 and note 4 on agreed goals and "Development goals and strategies for children: priorities for UNICEF action in the 1990s" (E/ICEF/1990/L.5); see also sections on Objectives, paras. 52-57, and Priorities for the 1990s, paras. 74-76.

4. Closely tied to the above point is the issue of sustainability. Field Offices, when asked to take action on ever new initiatives from HQ without, at the same time, being supported with the necessary additional human and financial resources, find it difficult to maintain on-going programmes which remain of high priority.

The extent to which UNICEF can play a catalytic role by introducing new initiatives without at the same time providing substantial programmatic support depends on the level of development of the country's existing infrastructure.

See reference to leverage effect, para. 10 and note 2; see also section on The era of social mobilization, paras. 30-43.

A sophisticated Situation Analysis would provide the basis for assessing the appropriateness of one or another initiative in the country in question, and should lie at the base of a Field Office/Headquarters dialogue about how to respond locally to globally defined initiatives. The country programming process provides a ready structure for this dialogue.

See section on The era of social mobilization, paras. 42-43.

5. The roles of the Geneva Office, PFO, GCO, DPA and DOI are in need of better definitions in regard to their relations to and work with National Committees. An appearance of overlapping of responsibilities and functions are a source of confusion, despite attempts by UNICEF management to the contrary.

See section on Headquarters divisions, paras. 100-133; see also paras. 148-149.

The level of representation in Geneva will eventually need to be upgraded to meet the new challenges that Europe in the 1990s will offer.There is also a need to disseminate among National Committees and Field Offices the many lessons that could be learned from the work of National Committees on Social Mobilization and Advocacy in their own countries.

See section on How it would work, paras. 157 and 162.

6. Just as the quality of the consultation process between Field Offices and Governments in developing countries is the key to UNICEF's advocacy and programme effectiveness, so is the quality of the consultation process between UNICEF HQ with National Committees and Governments in industrialized countries the key to its advocacy and fundraising effectiveness.

The quality of the consultation process between the UNICEF Secretariat and the National Committees is seen to have substantially improved since the Knutsson study and continued improvement is expected when the new organizational set-up between Geneva and New York is better defined. The evaluation team recommends that the direct annual consultations between the Executive Director, the Deputies, and the Heads of the National Committees continue, since these are found to be very useful.

See section on the Geneva Office, para. 119.

Because National Committees de facto function as UNICEF's representatives in industrialized countries, but de jure are either national non-governmental organizations or quasi-governmental bodies, it is important to begin a consultative process that will yield an appropriate legal agreement to outline the respective rights and responsibilities of UNICEF and the Committees in this special partnership arrangement. Such an agreement must be designed to allow for the diversity among National Committees rather than be an instrument to impose uniformity.

See section on Recognition Agreement, paras. 169-170.

7. Generally, Field Offices see the direct role of HQ in external relations activities at field level as limited and its products of limited relevance for local use. This finding has direct implications for the targeting of HQ external relations activities. A strategy which clearly targets interventions/messages/support at properly disaggregated levels is required for maximum effectiveness. Except for fundraising, there is relatively little relationship between the Secretariat's external relations functions and Field Offices. A great deal of synergism is lost because Headquarters and Field Office external relations activities function basically independently of each other.	See sections on Support to field offices and headquarters and field integration, as well as Rotation and cross-training paras. 75-197.
8. A small but regular programme should be started, in conjunction with some Field Offices and National Committees, to evaluate the impact of typical Headquarter's produced material in influencing people to commit themselves to UNICEF and/or action for the well-being of children in the developing world. As is stated in E/ICEF/1987/L.4, UNICEF Communication Strategy in Industrialized Countries, "this lack of systematic assessment or evaluation does a serious disservice by denying these (external relations) efforts proper credit and inhibiting recognition of their importance relative to other efforts, as well as mitigating against the improvement of overall effectiveness generally."	See section on Monitoring and evaluation, paras. 198-201.
9. There are insufficient human resources assigned to some of the external relations functions, particularly in the Information area, and especially those dealing with programme communication in the field, or social mobilization. This may include radio productions. There are also imbalances in the structures involved with TV films/Video productions and publications. There is an over-reliance in promoting high level advocacy at the expense of work promoting better communication with and for the poor and vulnerable.	See section on Supporting materials, para. 188; see also section on Division of Information, para. 108.

10. Similarly within UNICEF there is a need for better information on how most of the external relations units function; what they do and why. Orders too frequently come from the top with insufficient participation, discussion and feedback from those that have to "market" these ideas.	See section on External relations manual, para. 149; see also section on External Relations Committee, paras. 144-148.
11. The new focus on special events and new initiatives, in support of private fundraising, calls for much greater attention to the communication problem inherent in isolating such activities in GCO. While maintaining some flexibility by virtue of its quasi-commercial nature, GCO needs to have much closer ties to the rest of the UNICEF machinery and must be brought into close financial and administrative control with the rest of UNICEF.	See section on GCO, paras. 127-128 and note 8; see also para. 148.
12. The management of the External Relations Group in HQ needs strengthening. More authority must be vested in and taken by the Deputy Executive Director for External Relations. The latter must be held more accountable for relations and decisions taken by GCO, especially as regards private fundraising. At the same time there must be greater sensitivity within the external relations group to the need for improving communications with members of the Executive Board, National Committees and government officials not only at the highest level, but also at the operational level.	See section on External Relations Committee, paras. 144-148; and paras. 127-128 and note 8.
13. Evaluation and feedback must be institutionalized within the External Relations Group. The work planning process for individual staff needs to be improved and work plans instituted and adhered to. Too much time of the staff is spent on "unplanned" activities.	See section on Monitoring and evaluation, paras. 198-201; see also section on Headquarters' divisions, plans and priorities, especially paras. 100-134; see also para. 147.

COMPOSITION OF ANALYSIS/EVALUATION TEAM

The analysis/evaluation was undertaken, at the request of the Executive Director, by Dr. Samir Basta, the Director of the Evaluation Office. The core team also included two UNICEF staff members appointed to the task in their personal capacities, Mr. Habib Hammam and Ms. Cecilia Lotse. Administrative and logistic support was provided by Ms. Adriana Vink.

To enable the Secretariat to conduct the analysis/evaluation "in close consultation with Board members and National Committees", the Executive Board, through its Bureau, designated six members to constitute a Reference Group to serve as a conduit for advice, ideas and exchange of data:

Ms. Margarita Dieguez (Mexico)
Dr. Suyono Yahya (Indonesia) represented by Mrs. Syahruddin
H.E. Mr. Paul Engo (Cameroon) represented by Mrs. Elsie Mbella Ngomba
Mr. Frank Majoor (the Netherlands)
Dr. Hodra Badran (Egypt) represented by Dr. Mohamed Noman Galal
Mr. Takeshi Kagami (Japan)

Likewise, the National Committees for UNICEF designated at their Annual Meeting as representatives to the Reference Group, Mr. Harry Black (Canadian National Committee) and Mr. Arne Stinus (Danish National Committee). Mr. Paul Audat (French National Committee) had to withdraw from the Reference Group due to illness, and no alternative representative was nominated on behalf of the National Committees.

The Reference Group agreed to review progress at the following three stages:

1. Finalization of Terms of Reference.
2. Mid-term Review of progress in early September.
3. Review of the first draft of the Evaluation Report.

The Executive Board also directed in its resolution that appropriate use should be made of outside expertise.

Outside expertise was sought from two perspectives: the programme perspective and the information/communications perspective. The expanded group consisted of the following:

- Dr. Carl Taylor, Preeminent authority in the field of Primary Health Care, Professor Emeritus at the School of Health at Johns Hopkins University, former UNICEF Representative in China.
- Mr. Colin Fraser, Communications Expert, Agrisystems (Overseas) Ltd. London. Mr. Fraser has 22 years of experience in information/communication with many of the UN agencies, both as a staff member and consultant.

/...

- Ms. Patricia Anzola, Consultant, who assisted Mr. Luis Rivera with the Colombia interviews.
- Mr. Revelians Tuluhungwa, UNICEF Representative, Nigeria, and previously Chief, Programme Support Communication, NYHQ.
- Mr. Luis Rivera, Chief, Programme Communications, NYHQ
- Mr. Rudolf Hoffman, Deputy Director, Geneva Office
- Mr. John Richardson, Communication Consultant to Social Mobilization and UCI, of the Evaluation Task Force.

The above group participated variously in:

1. Conceptualizing the approach.
2. Elaborating the Aide Memoire, that guided the interviews, and the questionnaire to Field Offices.
3. Conducting in-depth interviews, such as the Headquarters interviews and analysis.
4. Reviewing progress and findings.

The Members of the Reference group, composed of the Executive Board and National Committee members referred to earlier, provided much assistance in commenting and providing advice on the workplan, on certain procedures and in helping to define the evaluation team's responsibilities. They served as true senior colleagues who were available for advice when needed.

METHODOLOGY OF ANALYSIS/EVALUATION

This more in-depth part of the report is based on the various methods used to conform to Executive Board Resolution 89/11 which requested the Executive Director to authorize the Director of the Evaluation Office to prepare an in-depth analysis and evaluation of the effectiveness of current UNICEF's external relations policies, functions, guidelines and activities. This was to be particularly in relation to some of the effects of external relations on programme delivery, advocacy and fundraising. The Terms of Reference, approved by the Board and dated 21 June 1989, are attached as Attachment 2 to this report.

The analysis/evaluation was undertaken through:

1. Review of documentation, including pertinent Executive Board documents and other background information.

2. In-depth interviews with representatives of Governments in both industrialized and developing countries, as well as with UNICEF's Regional and Country Representatives, Field Office staff, Executive Directors of National Committees and their staff, Directors and staff of the External Relations Group at UNICEF New York and Geneva and the Deputy Executive Director of External Relations.

3. Questionnaire sent to all UNICEF Field Offices.

4. Questionnaire sent to all National Committees.

5. Written briefs prepared by HQ sections at the request of the evaluation team.

The evaluation team followed a five prong strategy.

The first was to conduct direct interviews with recipient governments, UN and UNICEF field personnel in Indonesia, Sri Lanka, Burundi, Kenya, Zimbabwe, Ghana, Senegal, Nigeria, Egypt, Colombia, El Salvador and Brazil in order to obtain their views of the effectiveness of UNICEF's external relations and policies. In particular the team wished to investigate how these could positively or adversely effect impact on UNICEF assisted programme delivery. These interviews were principally conducted by Mr. H. Hammam, Ms. C. Lotse and Mr. L. Rivera of the evaluation team, assisted in part by three consultants, Dr. Carl Taylor, Mr. John Richardson and Ms. Patricia Anzola.

The second strategy was to directly interview middle and senior government officials and National Committee members in Canada, Finland, Italy, France, United Kingdom, German Democratic Republic, Poland and the Federal Republic of Germany and to obtain their views on UNICEF's external relations. A short questionnaire was also sent to each National Committee. The interviews were principally conducted by Ms. C. Lotse, Dr. S. Basta and Mr. H. Hammam of the evaluation team. The analysis of these interviews and the questionnaire are presented by Ms. C. Lotse in Annex I.

The third strategy was to directly interview UNICEF and NGO personnel at Headquarters and Geneva Office, including each of the Regional Directors. This was principally carried out by Dr. S. Basta, Ms. C. Lotse, Mr. C. Fraser (Consultant) and Mr. H. Hammam. The results are presented in Annex I, Annex III and in this report. Part of the HQ focus includes a rough attempt to quantify the costs and benefits of external relations activities. The team was assisted in this by UNICEF's Budget Management Office.

A fourth strategy consisted of dispatching a questionnaire to each UNICEF field office requesting information on the impact of various external relations functions and activities, and in particular, the relation of these to the three main variables of advocacy, programme effectiveness and fundraising, along with some assessment of relative costs in time and money. The result of the field questionnaire was analyzed using Lotus 1-2-3 and a simple Statistical Package to carry out cross-correlations between the many variables. The main task and principal authority for this fell to Mr. Habib Hammam, with assistance from Dr. Carl Taylor. The results are presented in Annex II. A copy of the questionnaire is attached to Annex II, as Attachment 1.

Wherever possible, although this was not in the Terms of Reference, the views of various staff members from WHO, UNESCO, UNDP, UNFPA, and the World Bank (most requesting anonymity) have also been recorded in the body of this report, so as to gain an impression of the view of "outsiders" as regards the effectiveness of some of UNICEF's initiatives and publications. A number of hours was also spent analyzing various UNICEF documents and Board papers in order to obtain a better idea of what the Board has been requesting, what type of documentation UNICEF was producing and what the quality of some of this documentation appeared to be to the members of the evaluation team, as opposed to the Field, Governments, and Committee members that were interviewed.

Clearly, a review of such documentation could not be exhaustive. The evaluation team looked at what they perceived to be the most important.

The report is thus composed of four parts: The first is a Summary Report, written by the Director of the Evaluation Office, Dr. Samir S. Basta, which attempts to synthesize the views and results of all of the above. The second part (Annex I) is a more in-depth analysis of the Government and National Committees and field office's views and interviews prepared by Ms. Cecilia Lotse. The third part (Annex II) is the result of the analysis of the questionnaire sent to the UNICEF field offices, written by Mr. Habib Hammam and the fourth part (Annex III) is the result of HQ's interviews carried out by Mr. Colin Fraser, an outside consultant.

Altogether nearly 250 people were interviewed. A list of individuals interviewed is attached as well as the Aide Memoire guiding the interviews, as Attachments 1 and 2 of Annex I. The interviews were conducted by single individuals or teams, depending on availability and timing of missions. Altogether, ten people were involved in conducting in-depth interviews.

Clearly, it is impossible to present every view and describe or analyze every single part of UNICEF's vast network in external relations. As always, the evaluation process has generated great insights and a wealth of information, all of which cannot be reflected in this report. What is presented is a synthesis that emerges from scores of different interviews, opinions and analyses undertaken mostly between June and October 1989. An attempt has been made to provide some illustrative examples of the main points that are made in order to retain the flavor of the concrete activities that UNICEF is engaged in. Space considerations, however, dictate a major distillation and mention of only the most critical areas under review. This is what this summary attempts to do. More detail can be found in the above mentioned Annexes I, II and III.

SOME GENERAL POINTS

In the most general functional terms, UNICEF's external relations activities encompass two major thrusts:

1. to generate support (through awareness, action and financial contributions) for the cause of children from and through Governments, National Committees and allies; and,

2. to develop tools for advocacy, mobilization and support to be used by UNICEF at HQ and Field Offices, National Committees and other allies.

Field Offices have been generally successful in adapting external relations policies and activities to their country-specific needs and to plan and implement relevant activities as part of their country programme strategy.

Some global and regional external relations activities have a positive effect at field level, particularly in terms of drawing attention to children. However, the impact of global and regional activities, by their very nature, is less direct, less focused and less tangible than field-based activities.

See section on The era of social mobilization, paras. 30-43, especially paras. 35-38.

A crucial element in UNICEF's successful external relations, apart from having an appealing mandate, is that it has important things to say and says them effectively. In the view of the external consultant with communications/information expertise, many other development agencies also have important things to say, but are unwilling to speak out. On a scale from 1 to 10, most UN agencies would score 2-3 for the effectiveness of their external relations, whereas UNICEF would score about 7. (Annex III).

Despite this we have discovered in this evaluation, that field offices consider that almost 70% of government officials and nearly 56% of UNICEF staff do not understand UNICEF's external relations policies and functions clearly enough. (Annex II)

See chapter I, Definition of Terms, paras. 13-25; see also chapter II, The Context, paras. 26-50.

As specific activities are disaggregated, a pattern emerges which suggests fairly universal effectiveness of some types of activities, but less universal effectiveness of other types of activities. The observation and suggestions made in this report are made with a view to confirm where UNICEF is already making the most of the potential offered by its mandate and to help strengthen the areas where effectiveness is not universal.

While there is a tendency to wish to arrive at clear-cut findings, the reality of working in over 150 countries, including industrialized countries, demands acceptance of complexity as well as a sensitivity to local differences. This will be reflected in the presentation of specific findings regarding the various external relations activities.

Nevertheless, a number of issues emerged very clearly in the course of the evaluation and deserve special mention. They emerged spontaneously from all geographical regions and were expressed by Government officials, National Committees and UNICEF staff alike.

DISCUSSION OF ANALYSIS OF DOCUMENTATION AND OF SURVEYS AND OPINIONS FROM GOVERNMENT, HEADQUARTERS, NATIONAL COMMITTEES AND FIELD OFFICES

Basis of Analysis

This report was guided by the Terms of Reference for the Evaluation, dated June 21, 1989. The effectiveness of the external relations activities will also be compared to those policies, functions and guidelines as described in Executive Board documents E/ICEF/L.1455 (1983), E/ICEF/1987/L.4, E/ICEF/1988/L.8/Rev.1 and E/ICEF/1989/L.4. This latter document is particularly helpful to explain how the different structures in external relations relate to one another.

Thus the reader is encouraged to look at it for such information which is outside the immediate Terms of Reference of this report. The latest Medium Term Plan as well as individual work plans have also been consulted by the evaluation team. Since it is impossible to analyze the effectiveness of all activities conducted in External Relations, this report follows the outlines noted in pages 2 and 3 of the Terms of Reference dated 21 June 1989. (Attachment 2)

Other considerations:

UNICEF's external relations go well beyond the External Relations Group. Thus, an evaluation of these activities must per force look at several relationships that extend beyond the confines of one HQ structure. Indeed, the view is increasingly heard that all of UNICEF's work is devoted to achieving maximum publicity as regards its several initiatives to promote child welfare. Consequently, the senior management of UNICEF is increasingly going to be under scrutiny for just how it will "manage" what seems to be its major thrust and this in turn will cause UNICEF to come under closer examination than hitherto.

See chapter V, Strategic Management Mechanisms, especially para. 135.

The two main questions that this evaluation team kept asking itself are therefore:

(a) How do these new or increased external relations initiatives have an impact on programme delivery in the field? What is the evidence so far?

(b) Are the work processes and management within UNICEF's external relations equal to their task?

These questions, put in their most simple form, are what this report must attempt to answer. The major findings and recommendations are presented first in summary form, thereafter follows a further elaboration based on an analysis of the following factors:

a. Definitions.

b. Review of Board Recommendations and Management of External Relations.

c. Summary of Field Surveys. (Questionnaires and Interviews).

d. National Committee's partnership and involvement and NGO relations.

e. Non-industrialized and industrialized government reactions.

f. Special and global events in relation to GCO and other HQ structures.

g. Geneva office.

h. Costs and benefits.

i. Perception of other UN personnel.

a) Definitions: The Operational Meaning of Key Words and Phrases Used in the External Relations Field

The words and phrases used to describe the various activities in the field of External Relations do not mean the same thing to everyone who uses them. Some clarification is therefore necessary with regard to how these names and phrases are understood for the purposes of this Evaluation. Descriptions are set out on pages 6 and 7, (Paragraph 5) in Annex III.

See chapter I, Definition of Terms.

Since a common terminology is a prerequisite for a common understanding of an area of activity, the descriptions are also being proposed as the basis for future definitions of the various components of External Relations. The descriptions are the result of the combined efforts of Mr. Luis Rivera, Chief, Programme Communication Section, Mr. Revelians Tuluhungwa, UNICEF Representative, Nigeria, and Mr. Colin Fraser, Consultant.

b) Review of Board Recommendations

In 1983, the Executive Board carried out a major review of UNICEF External Relations policy and guidelines (UNICEF External Relations E/ICEF/L.1455) and after a debate endorsed the approach in the review, encouraging the Executive Director to "take the appropriate administrative action necessary to further improve and extend the external relations activities of UNICEF, making full use in the process of the assistance of the National Committees of UNICEF..." (p.5 E/ICEF 1989/L.4).

In 1987, the Executive Board also affirmed that the overall objectives of UNICEF communication strategy should be, inter alia, "to ensure awareness of the situation and needs of children and women in developing countries... and that UNICEF should (a) ensure...that all advocacy efforts and all fundraising and GCO activities contain a coherent message of UNICEF activities, and (b) to develop at national levels, together with the National Committees, proper mechanisms to secure continuous and systematic support of the media for the organization...utilizing this coverage to buttress...fundraising and advocacy" (E/ICEF/1987/11).

Thus clearly, UNICEF was being told or authorized by its Executive Board to take a number of steps to expand its communication coverage and work, to encourage more media contacts and coverage and to take a number of administrative steps it thought necessary to achieve these aims.

This is testimony to the Board's strong support for UNICEF's role with the world of media and publicity and a permission for UNICEF to adapt its administrative machinery accordingly.

Why then this current request on the part of the Board to "evaluate" UNICEF's external relations? Is the Board concerned with the "effectiveness" of the approach used? Does the Board feel that the "impact" it desired may not have been reached or that the "cost-effectiveness" (in the broadest sense) was not appropriate? Or is it because, as we note later on, the Board, like the UNICEF's country offices surveyed, (Annex II) is not very clear as to what UNICEF's "External Relations" are really about?

A review of UNICEF's documents since 1980 reveals that much emphasis has been put on words such as "communications", "external relations", "information", "development education", "social mobilization" and so on, and the importance of these activities to UNICEF. Yet, their definitions are still unclear.

See chapter I, Definition of Terms.

UNICEF's external relations advocates and the UNICEF Board documents also fail to inform what has been achieved in these fields in concrete terms. That is, how has such and such policy, publication, initiative or advocacy effort actually improved child survival or development or fundraising? There is little, in the documentation, to show a direct cause and effect relationship. Such evaluation is perhaps what the Board has been asking for.

See section on Monitoring and evaluation, paras. 198-201.

Board document E/ICEF/1987/L.4 clearly recommends:

"Public opinion surveys (for industrialized countries), the setting up of indicators to evaluate progress in communications strategies, audience research or an analysis of how the intended audiences are to be reached, country by country reviews by National Committees and others in industrialized countries to determine optional approaches, collaborative arrangements with other networks and institutions, studies on ways to improve impact, enhanced training, and assessment of impact against specified objectives for all communication activities..."

Even earlier, similar exhortations to more closely study the market and the communication outlets and demands are found in document E/ICEF/L.1455 (1983) and E/ICEF/1987/L.4.

This call to better audience research and survey work has not been sufficiently heeded, be it in industrialized countries (by National Committees) or in non-industrialized recipient countries (by the UNICEF Secretariat).

Is, therefore, the current Executive Board justified in stating (as several Board members put it) that UNICEF "did not listen to the Board"? This report concludes that because of the scarcity of available information on the impact of External Relations, the Board must be partly correct. Hence, the official request by UNICEF's Executive Board for this analysis.

There are nevertheless indications that many of UNICEF's initiatives in external relations have generated a great deal of success at the field level, as Annex II shows. However, the organization's inability to present this effect in an objective and analytical manner is a major problem. One is left with the impression that many in the field, several National Committees, and the Board perceive a great deal of what UNICEF is attempting to do in external relations as a "shotgun" approach. That is a series of more often than not, scattered events, many of them leading nowhere in particular.

See section on Support to field offices, paras. 175-189.

While it is rare to see such hard working staff anywhere else within the United Nations system (an observation that many different bilateral and UN agencies' staff have made about UNICEF), the multiplicity of initiatives give the impression that they are planned or carried out without sufficient research or preparation and as mentioned above, UNICEF documentation to show the contrary is relatively scarce.

In the field, disappointment with the suddenness of most Headquarters-type initiatives, and a certain resigned "here we go again" attitude, rather than genuine excitement characterizes much of what happens. There is a perception by many field representatives that their hard worked individual country programme is interrupted by, or must take second place to, those "global" initiatives.

See section on Support to field offices, paras. 175-189, especially paras. 183-184; see also section on Headquarters and field integration, paras. 190-192.

Board Document E/ICEF/L.1455 (1983) also speaks of the "fundamental requirement of a coherent external relations policy".

See section on Policies and guidelines and Common values, paras. 58-73.

It is the view of the evaluation team that these impressions of a lack of coherence stem from the apparent lack of a clear set of goals and related planning effort.

See chapter III, Future External Relations Role, Objectives, Policies and Priorities.

There is a need to better articulate, on the part of Management, how everything comes together.

See chapter V, Strategic Management Mechanisms, especially section on External Relations Committee, paras. 144-148.

Clearly UNICEF has a broader mandate than many other organizations. Its cause is popular and its past effectiveness is known. This encourages Management in turn to adopt several approaches to take advantage of many new opportunities to help Child Survival and Development. If options to achieve these goals were, however, better communicated and discussed with the field as well as selected governments and National Committees, a practice recently begun, then some of these impressions might not have existed. The field surveys, as well as the interviews with governments and National Committee's officials (Annexes I and II) point to that.

See section on Headquarters and field integration, paras. 190-192.

Structures within UNICEF's External Relations group need to work together better, according to several HQ, field and National Committee staff that were interviewed. Unclarity of responsibility between DOI and DPA in the publications field, as well as between GCO and the rest of the group for special efnts and the accuracy of some publications are illustrative. There is a sense that Division Directors and Section Chiefs should be working together a little better.

See section on External Relations Committee, paras. 144-148, especially para. 148.

Interviews conducted at HQ reveal repeatedly a significant "malaise" because of uncertainty of where jurisdiction for certain functions or events begins or ends and an absence of sufficiently strong management contributes to all this.

See section on External Relations Committee, para 148; see also para. 149.

Yet, Board document E/ICEF/L.1455 (1983) asks five key questions for managing the external relations complex: What needs to be done? Where? Who does it? How is it to be done? With what sort of support?

It then goes on to talk about the External Relations Committee that would coordinate these functions and activities of the Secretariat affecting the public and private sectors. The document advises that the Committee "meets regularly for joint planning, information, task sharing and coordination purposes".

Yet, the Committee rarely meets. The last meeting was a year and a half ago, according to staff interviewed. Added to this are perceptions that because only the top management is able to decide on initiatives, the senior management below that level sometimes seems to be unable to make the necessary decisions regarding opportunities or problems in the external relations field. Nevertheless the evaluations team was glad to note that there are recent attempts to broaden the consultative process.

See section on External Relations Committee, especially paras. 144-146.

A review of the Board document E/ICEF/1988/L.8/Rev.1, tells us that National Committees, governments, country offices and the Executive Board are to be consulted much more on global events. Another document proposing better reporting and coordination proposals was released by GCO on Special Fundraising Events and New Initiatives, dated September 25, 1989. This document, however, does not give clear responsibility to one official. Getting all the different parts of UNICEF to coordinate in the absence of a direct, supervisory role of the Deputy Executive Director of External Relations, is going to be very difficult.

See sections on External Relations Committee, para. 147, and GCO, paras. 127-128.

To overcome many of the above perceptions we recommend that UNICEF should truly have an in-house External Relations Committee convened regularly and headed by the Deputy Executive Director for External Relations. It should then use the excellent criteria outlined in Section III of document E/ICEF/1988/L.8/Rev.1 (page 7) and in Section VI of the same document.

See section on External Relations Committee, paras. 144-148.

The consequences of a global external relations event on the country programming process must be ascertained in advance. It is no use, as one government official has stated, for UNICEF to be overly concerned with raising its profile among the country's decision makers if its ability to reach the poor and vulnerable suffers in any manner in the process.

See section on The era of social mobilization, paras. 42-43.

c) Summary of Results of the UNICEF field survey and and interviews on advocacy, programme effectiveness and fund raising.

i) Nearly 75% of all UNICEF field offices responded, which is a very high and rapid response for this type of survey and an indication of how important the topic may be for UNICEF Field Representatives. The results of the surveys are presented in Annex II, prepared by H. Hammam and to a certain extent in Annex I by C. Lotse.

Field offices, according to Annex II, overwhelmingly rated the Child Survival and Development Revolution (CSDR) as well as Universal Child Immunization (UCI) as successful and important for purposes of their programme effectiveness, advocacy and fundraising. Nevertheless some interviewees did feel that the preoccupation with UCI at high levels in HQ, did detract from their management of other sectors in the field programme.

See section on Objectives, paras. 52-57.

ii) The visits of the Executive Director to countries with field offices was rated by far as the most effective HQ service, along with the SOWCR* in supporting field offices' external relations functions and activities, provided his visits are well planned in time. (Page 16 of Annex II). There is also widespread recognition among National Committees and government officials that the Executive Director by virtue of his special personality is probably the most effective advocate and fundraiser in the organization.

Nevertheless, there is unhappiness among some committees that the Executive Director's visit to their respective countries may not be planned well enough in advance. Both National Committees and field offices find that his selective emphasis on certain high visibility topics may lead to lost opportunities in other areas.

See section on The country approach, paras. 150-155.

iii) As regards "alliances", those formed with NGOs at the field level, were found to be by far the most effective all around for strengthening programme performance, advocacy and generating additional resources.

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* State of the World's Children Report

As regards those alliances formed through high level advocacy, meetings of artists and intellectuals, round tables and work with parliamentarians, Annex II shows that few offices rated these events as important to their programme effectiveness. While the value of these to advocacy is reasonably evident, it may be too soon to gauge their effect on programme effectiveness. This may be a case where the returns on programmes for children may only become substantial after several years of such alliance building events. Three or four years is too short a time to gauge what are essentially lobbying effects.

See section on Division of Public Affairs, para. 116.

It is nevertheless interesting that many UNICEF Representatives, and European government officials who were interviewed by the team, felt that artists and intellectuals and round tables were time-consuming and too far removed from the beneficiary communities. Their effects were not clear and it was felt that little consultation and planning had taken place.

See section on Division of Public Affairs, para. 116.

Nevertheless it must be stated that certain parliamentary initiatives, such as the SAARC initiative, the recent US Congress statement, European, Caribbean and African parliamentarian exhortations to and about UNICEF are undeniably important to UNICEF's world-wide image and in turn to its advocacy and fundraising work. The evaluation team is convinced that, despite some field and certain governments' hesitation, there will be several longer-term benefits of all this.

See section on The era of social mobilization, especially para. 36.

iv) Special or global events as well as private sector fundraising are treated in more detail further on. However, the results of the field surveys clearly indicate that special and global events, including Sportaid, First Earth Run, benefit concerts and the use of celebrities did little to help programme effectiveness or generate additional resources at field level.

See section on Common values (consultation), para. 72; see also section on The era of social mobilization, paras. 42-43.

With the possible exception of one country office in Central America and a couple in Africa, Sportaid and First Earth Run were felt to be counter-productive to field office work, poorly planned and prepared and should not be repeated (at least not in the way they had been organized the first time around). An earlier and separate internal evaluation which was undertaken in the summer of 1986 confirmed this and to its credit UNICEF's management responded by calling a halt to global events for more than two years. It also produced the Guidelines for Global Events. (E/ICEF/1988/L.8/Rev.1.)

As to benefits' and celebrities' events, the results are more mixed. Clearly, they had a good effect (in Europe and North America especially) for fundraising and sometimes for advocacy, but little direct impact on the effectiveness of programmes. (Nor should we necessarily expect them to have such an effect.) The occasional unpopularity of some celebrities' visits to certain countries should be noted, although most field representatives do seem to realize the potential such visits may have for fundraising in the home country of the celebrity.

v) Of all the information activities, the State of the World's Children Report is seen by nearly all as a resounding success for advocacy and fundraising. Quite apart from the world-wide coverage given to it in the mass media, it has also stimulated the production of a few national SOWCRs in some field offices. The effect of the SOWCR on programme effectiveness may be mixed. It certainly stimulates a more thorough look at the impact of some selected country programmes, but it also may be too hasty in its positive "evaluation" of targets or interventions that did not quite reach the levels the SOWCR claimed. (eg. Immunization levels in Senegal and the Dominican Republic in the 1987 SOWCR). Nevertheless, it may well be true that it is one of the most, if not the most, successfully quoted UN document of the past decade. It is also interesting that even some secondary school text books in Europe quote from it, as one of the evaluators in this team found out quite by accident.

See section on Headquarters and support to field offices, para. 185.

As to the value of other publications, Annexes I II, and III discuss their strength and possible weaknesses. Clearly, the current tone and balance of content in Newsflash is not much liked by field offices and most Committees. It is seen as essentially a "Front Office" mouthpiece not giving adequate coverage to a number of events taking place in field offices, or those carried out by National Committees. The evaluation team suggests that Newsflash be expanded to include more information on the activities of National Committees and the activities of some UNICEF staff.

See section on Division of Information, paras. 105-106; see also section on targeted approaches and evaluating impact, para. 71.

Most National Committees and some field offices comment on the disappearance of UNICEF News. Both the field interviews and interviews with some UN and government representatives indicated that the credibility of UNICEF's message may be considerably enhanced by supporting it with well written technical or recognized professional reports.

See section on Division of Information, paras. 105-106, and section on Monitoring and evaluation, para. 201.

Some cited the Evaluation Newsletter and some technical papers put out by the Library services as documents that considerably helped both UNICEF's staff and UNICEF's image in this regard. Field offices also cited the effectiveness of Adjustment with a Human Face, Facts For Life and other publications of a more localized nature. For a more precise breakdown on the ratings given by field offices, see p.10 of Annex II.

See sections on Facts for Life, para. 186, and supporting materials, para. 188.

The use of DOI desk-top publishing and better National Committee involvement in news production for global use is discussed on page 13 of Annex III.

See section on Division of Information, para. 108.

There is also some concern that there are, apart from the technical documents cited above too many external relations publications put out by UNICEF without adequate assessment of need and impact, giving rise to comments by some governments and other officials of "overkill".

See section on Division of Information, para. 102.

Detailed budget analysis and evaluation for each type of product emanating from the Division of Information must be undertaken at specified intervals, especially of the SOWCR whose budget is increasing by some 20% each year. Otherwise, there can be no measure of cost-effectiveness.

See section on Monitoring and evaluation, paras. 198-201.

vi) With regards to audio-visual productions, as indicated in Annexes I, II and III, there is at HQ insufficient support to and appreciation of the role of radio for programme delivery purposes. Annex III correctly states: "It would be worthwhile de-emphasizing radio work for international advocacy in favor of more work with radio to enhance in-country communication, education and mobilization".

See section on Support to field offices (supporting materials), para. 188.

Nevertheless, the evaluation team feels that Radio for advocacy is important too. The balance, however, including the necessary staff, should be for more and better assistance to the field.

See section on Support to field offices, para. 188.

There is also an overemphasis on "advocacy" videos at the expense of pedagogical videos that could be used for better training, programme effectiveness or grassroots mobilization and development education.

See section on Support to field offices, paras. 173-189, especially para. 188.

The evaluation team identified a lack of sufficient coordination or advance planning in the production of videos in some programme sectors, that seems to indicate that a closer relationship is needed between the field, the Audio Visual Unit in DOI and Programme Division.

See section on Division of Information (plans and priorities), especially paras. 105, 107 and 108.

The evaluation team advocates a reassessment of whether it is more effective to strengthen the audio-visual sector in UNICEF, instead of continuing to rely on outside consultants that are expensive, not always familiar with UNICEF's needs and not always available. (See also Annex III)

vii) UNICEF's response to information on emergencies has improved, but according to staff, National Committees and some government officials interviewed, more needs to be done to avoid some chaotic episodes. Information sometimes still arrives too late, photo documentation is sometimes absent and the links between Geneva, HQ and the field are sometimes tenuous. It is this team's belief that a better ability to mobilize information support for emergencies is required. Possibly a senior information post for emergencies is needed.

See section on Division of Information, especially para. 108.

viii) It would be impossible to finish this sub-section without giving more attention to the results of the UNICEF field office survey. Accordingly, the summary from that report (Annex II by H. Hammam) is presented:

The questionnaire sought the opinions of field offices about 23 types of external relations activities reflecting 5 functional areas of external relations a) high visibility programme thrusts b) mobilization c) alliances d) information tools and communication methods e) special and global events.

Without exception, the various functions and related activities were considered to have been highly effective as advocacy. About half of the activities were considered to have been highly effective in strengthening programme performance, but very few activities were considered by the respondents to be highly effective in generating additional resources for children.

See section on The era of social mobilization, paras. 30-43.

The following activities were considered to have been the most effective, in order of importance, in strengthening programme performance:

- The Child Survival and Development Revolution (as a high visibility programme thrust)
- Universal Child Immunization by 1990
- Mobilizing local groups and organizations
- Mobilizing high level political leaders
- The use of radio productions for information/communication
- Collaboration with Non-Governmental Organizations

See chapter II, The Context, especially paras. 28 and 30.

The following activities were considered to have been the most effective, in order of importance, as advocacy:

- Mobilizing high-level political leaders
- Child Survival and Development Revolution
- UCI 1990
- Radio productions
- Television/video productions
- Mobilizing local groups and organizations
- Speeches, presentations, exhibits
- Media launches and media events
- Newspaper and magazine articles
- Collaborating with NGOs

The following activities were considered to have been the most effective, in order of importance, in generating additional resources:

- o UCI 1990
- o CSDR
- o Collaboration with NGOs
- o Mobilizing high level political leaders
- o Mobilizing local groups and organizations
- o Sportaid.

Fifty-five percent (55%) of the respondents considered that UNICEF staff did not understand UNICEF's external relations policies and functions clearly or clearly enough.

See chapter I, Definition of Terms, and chapter II, The Context.

Sixty-nine percent (69%) of the respondents considered that Government Officials did not understand UNICEF's external relations policies and functions clearly or clearly enough.

See chapters I and II, Definition of Terms and The Context.

The personal visits of the Executive Director were considered to be the most effective service from Headquarters in support of field offices external relations functions and activities. The State of the World's Children Report and activities related to it were considered to be the next most important services, and information support services particularly for publications, radio and video productions as the third most effective service rendered by Headquarters.

See section on Division of Information (plans and priorities), paras. 105-108.

The personal visits of the Regional Director to the countries in their region were singled out much more than anything else as being the most effective service rendered by regional offices in support of field office external relations functions and activities.

The most frequently mentioned recommendations about external relations functions and activities in the future dealt with making these functions and activities more relevant and effective to countries and communities by re-enforcing the country approach and using the country programming process as the framework/instrument of conducting external relations.

See section on Headquarters and field integration, paras. 190-192.

d) National Committees and NGOs

These interviews were conducted by R. Hoffman, H. Hammam, C. Fraser, C. Lotse, and S. Basta. They are presented in full in Annex I and Annex III. The fundamental role of National Committees are described in Annex I. The following are the more salient points:

i) An obvious unhappiness with the perceived "downgrading" of the Geneva Office is evident from interviews with many of the European Committees. Although most are pleased with the present management of the Geneva Office, there is a continuing feeling that the decision-making activities and status of the Geneva Office do not correspond to the realities of today's Europe, especially as regards its importance for communication, fundraising and advocacy.

See section on the Geneva Office, paras. 117-119.

At the same time there seems to be utter confusion on the part of several National Committees about which section in HQ they are supposed to be relating to on different issues. The seemingly duplicating role of Geneva Office, DPA, PFO and GCO vis-a-vis UNICEF's several aspects of relations to the National Committees must be resolved. It may be worthwhile to set up better defined focal points that could relate more clearly with National Committees.

See sections on The country approach, How it would work, and "Opportunity" analysis, paras. 150-168.

The lack of UNICEF's recognition for many of the National Committees innovative and wide-reaching campaigns and alliances in advocacy and fundraising is also a source of continued dissatisfaction. We feel this to be of justifiable concern especially when one compares the astounding networking and social mobilization activities of say, the Italian or German Democratic Republic Committees with the mobilization work of many UNICEF Field Offices. UNICEF's Secretariat tends to over-publicize the latter while the former may, in fact, be role models for many field offices in how to attract broad segments of the public.

See especially paras. 159 and 162.

Another cause for irritation, on the part of Committees, is the current absence in UNICEF of leadership in Development Education and the virtual disappearance of that phrase from many

See section on Education for development, paras. 83-92.

of its NYHQ's publications. This is in direct contradiction to the 1983 Executive Board recommendations and the previously cited Executive Board documents. It is difficult to understand why UNICEF HQ has neglected this field lately. It may, in fact, be an effect of too many other initiatives, or it may be a too literal interpretation of the 1983 recommendation that National Committees take the lead in development education.

ii) As regards the Committees' views on the information support from HQ, there is an appreciation of the large number of products. For various reasons, however, many of the committees seem unable to utilize these products fully. In this regard, we should also mention some Committee's and NGO's appreciation of and need for the country situation analyses, documents that many Committees rate as an extremely important fundraising and advocacy tool.

See sections on The country approach and How it would work, especially para. 159.

iii) The need to tighten the relationship between National Committees, establishing clearer links to HQ and the field and possible modifications to the recognition agreement including establishment of criteria for selection of chief executives, salaries, campaigns, and other aspects of the relationship between National Committees and the UNICEF Secretariat are further discussed in pages 26 to 28 of Annex III.

The heterogeneity of National Committees, their inability at times to agree together on several issues and their unhappiness at feeling "isolated" from decision making within UNICEF, calls for stronger leadership on their part as well as on UNICEF's part.

See section on Recognition Agreement, paras. 169-170.

It seems therefore timely that the Recognition Agreements and supplementary agreements between UNICEF and National Committees should be revised/amended as necessary to reflect:

a) Strengthened partnership and early consultation about opportunities, needs, problems, goals, workplans.

b) Standards of conduct befitting the high ideals of the United Nations and in keeping with UNICEF's image; Adherence to policies established by the Executive Board including principles of frugality and cost effectiveness, criteria and principles covering retention, how to use it, and what to do with surpluses.

c) A practical mechanism for guidance to National Committees by the Executive Director when necessary.

iv) As regards NGOs, the evaluation team interviewed six NGOs. While we noted their warnings that the multiplicity of aims and differences among NGOs are so great so as to make it impossible for any one NGO to speak for all, we nevertheless noted their collective request to be taken much more seriously by the various HQ and field offices they come into contact with. Annex I goes into this in more detail. Annex II reveals how important most field offices rate NGOs. Among the interesting findings of this evaluation are the importance of NGOs as compared to religious institutions, (Annex II), and the need for Programme Division to work more closely with NGOs. (Annex I)

See section on NGOs, paras. 171-174.

UNICEF publicity must give more attention to these vital partners of UNICEF, both in terms of their ability to enhance UNICEF's programme effectiveness in the field and also to enhance fundraising in their own countries. It is interesting to note that one large NGO (Rotary International) noted that UNICEF assists NGOs to a remarkable extent by facilitating their access to national decision makers, assisting them infield travel to relatively remote places and in sum, does much to raise their effectiveness vis-a-vis their contributors. Thus, the cooperation is two way.

See section on The era of social mobilization, para. 35.

The evaluation team recommends more of an in-depth survey and evaluation of several aspects of NGOs' work with UNICEF, including how to ensure a more senior programme involvement.

e) Interviews with Government Officials in non-industrialized and industrialized countries

Annex I presents the results of these interviews, conducted by all members of the evaluation team, in detail. It is clear that the work of UNICEF is greatly appreciated by all the officials interviewed. There is, nevertheless, increasing unease about UNICEF management's preoccupation with global events and certain alliances. With only few exceptions, most of the European officials interviewed, whether from socialist or non-socialist countries, consider several of these events to have been poorly conceived or planned, too remote from beneficiary activities, and relatively expensive for what they achieved. These activities may therefore affect the appreciation of UNICEF as a field-based, nuts and bolts type organization. Many governments expressed concern about UNICEF's management, which they feel needs strengthening to avoid confusion about UNICEF's external relations policies, functions, procedures and effectiveness.

See section on Policies and guidelines (consultation), para. 72; see also paras. 42-43.

These criticisms of UNICEF's management and global initiatives are not echoed by the government representatives of non-industrialized countries, with the exception of the "nationality" bias that, they believe, characterizes some of the more recent higher level appointments.

See chapter I, Definition of Terms (programme delivery), para. 18; see also section on The era of social mobilization, especially para. 43 (on country-level analysis).

Global initiatives, be they the First Earth Run, round tables, or higher level advocacy in regional and global bodies, are without exceptions welcomed by the non-industrialized countries' officials. The recent work in Adjustment with a Human Face is especially appreciated by the non-industrialized countries. Government officials both in non-industrialized and industrialized countries considered that the bulk of UNICEF's resources should continue to be devoted to strengthening programme delivery. The balance between advocacy and programme delivery should emanate from a more specific analysis of the country situation. (Annexes I, II, and III).

f) GCO, Special or Global Events and Private Fundraising within the UNICEFstructure

The recent decision to upgrade the level and management of private fundraising is causing some controversy both within and outside UNICEF. It may be too early to comment on the implications, although most people interviewed clearly welcome the criteria and guidelines for global events as presented in Board paper E/ICEF/1988/L.8/Rev.1 of 16 August 1988. There is, however, some unhappiness on the part of certain HQ, government and National Committee officials, with the placing of large or global private fundraising events within GCO, which is perceived to be almost an "independent" entity within UNICEF.

See section on GCO, especially paras. 127-128; see also section on External Relations Committee, paras. 144-148.

The strongly held belief within GCO that they are "businessmen" and that their work can succeed only by having a more independent structure especially when it comes to big special private fundraising events that will mostly depend on "cost-benefit analyses" is not accepted, particularly because of the relative isolation of existing GCO staff from development type issues.

See section on GCO, especially paras. 127-128; see also section on External Relations Committee, especially para. 148.

There is a fear among HQ staff interviewed that the GCO oversight and consultative body termed SEHAC which is to oversee this aspect of GCO's work (see also GCO report on this dated 25 September, 1989), may not be able to function as it should, given GCO's propensity for independent procedures.

The Evaluation team considers that it is too early to judge these recent decisions to put large private fundraising events within GCO, but it does recommend a closer and direct reporting relationship of GCO to the Deputy Executive Director for External Relations as recommended and understood from the Board papers of 1981 and 1983 on External Relations.

See section on GCO, especially paras. 127-128; see also section on External Relations Committee, especially para. 147.

Furthermore, the evaluation team recommends that Management pay particular attention to GCO's relations and handling of these special events with the field offices, since the field offices (as well as the National Committees) complain that there are already too many conflicting orders and requests emanating from Headquarters for events of a special or global nature.

See section on GCO, especially paras. 127-128; see also paras. 132-133.

The lines of authority must be clearly delineated and there must be one voice that speaks on all such initiatives. Hence our recommendation that the most senior Executive Officer responsible for such events be decided upon, once and for all, instead of having various functions located in the Front Office, GCO, DOI and DPA.

Finally, as regards GCO, it must be said that the evaluation team was impressed by its popularity with some of the National Committees. Others (mainly UNICEF staff) questioned whether it was justified for GCO to have such a large number of staff. Nevertheless, by and large, of all the structures within UNICEF which we queried the National Committees on, they said they worked best with and had the best service from GCO. The professionalism and dedication of GCO's staff was evident to us.

See Section on Division of Information (functions and activities), paras. 101-102; see also section on GCO (functions and activities), paras. 126-128, and section on External Relations Committee, para. 148.

Nevertheless, there must be better coordination in the production of advocacy and information material between GCO, the Division of Information and Programme Division in order to produce more accurate advocacy materials. It seems that all around, there needs to be a closer relationship among GCO, PFO, DOI, DPA, Programme Division and the Evaluation Office for ensuring the accuracy of information on both the details of problems affecting children, as well as the possible impact of UNICEF's programmes. Pages 23 to 26 of Annex III go into much more detail on the possible modifications needed to enhance GCO's products and advocacy.

g) Geneva Office

There is some unhappiness within Geneva about the late arrival or notification of newsworthy material from Headquarters, since much of the material must be translated into French or other languages for use in Europe. This seemed to be the only "serious" complaint about Headquarters from the staff there and we must ascribe this to the current relatively good relationship between HQ and Geneva Office. On the other hand, the functions of the Geneva Office need to be looked at in more detail and perhaps the structures modified.

See section on the Geneva Office, paras. 117-119; see also sections on Division of Information, paras. 101-102, and Division of Public Affairs, para. 110; see also section on NGOs, especially para. 171.

The logic or effectiveness of the current structure is far from clear and does not appear to be commensurate with the role expected to be played by a UN agency in Geneva nor by the opportunities offered by that location. Some senior government and National Committee representatives in Europe that were interviewed, have also complained that they consider it too time consuming to travel or be briefed by UNICEF personnel located in New York, when they could or should have the briefings and a closer relationship with the UNICEF Geneva Office.

See section on the Geneva Office, paras. 117-119.

The current logic that UNICEF Geneva should primarily (or solely, depending on who one talks to) represent UNICEF's activities with European National Committees and NGOs may have to be looked at again. It is also most confusing to hear as we did, that the Geneva Office is to deal with National Committees in "logistical" matters, while New York is to deal with them for "policy" matters. We do not consider this division of labor to be a practical arrangement.

Finally, as regards the Geneva Office, the work of the Documentation Centre there (in conjunction with NYHQ Library) must be praised. Their ability to undertake and record audience research (National Committees, Field Offices, UN and European public) by types of information material produced in UNICEF, is an example to GCO and DOI of how to better undertake this type of research. It is also a testimony to how (essentially) GS staff can contribute and be used well.

h) Costs and Benefits

The true cost of raising global consciousness for and on behalf of children by UNICEF may be impossible to obtain, for clearly in addition to the External Relations Group it will include the time and expenses of field and regional offices, National Committees, Volunteers, NGOs, the Executive Director and many others.

For the External Relations Group, however, taking 1988 costs, some US $ 14 million per year is earmarked for the administrative budget, another approximately 2.5 million came from the

IFPPE (half of which went to production of the SOWCR), and approximately $ 30 million represents GCO's total costs for that year. This totals approximately US $ 46.5 million which may be considered as the total HQ external relations budget for 1988.

For field offices, it is very difficult to arrive at precise costs because no "code" was ever inserted for "External Relations" expenditure in the GFSS system. "Social Communication or Mobilization" is present, but the external relations costs related mainly to a Representative or Regional Directors and some ancillary staff time are not easy to arrive at. Assuming however that these come to some 10% of the total expenditure for all field offices and sub-offices, we can say that another $ 40 million may be spent globally by UNICEF in the field of external relations.

See section on Monitoring and evaluation, paras. 198-201.

Combining the above HQ and field figures, we can therefore assume that around US$ 80 to 100 million may have been spent in 1988 on "external relations" (however defined!). The total UNICEF budget for that year is approximately US $ 500 million so total costs for external relations come to around one fifth or 20% of the total UNICEF budget.

To calculate "benefits", we must assume for the sake of this paper, that all Supplementary and Emergency funds obtained by UNICEF are a direct result of "External Relations".*

Supplementary and Emergency funds obtained in 1988 were around US $300 million (E/ICEF/1989/3, Medium-Term Plan). Thus, the cost-benefits may be calculated by dividing the above $ 300 million by the $ 100 million expenditure figure (costs) which gives a cost-benefit ratio of 1:3 which is very good by most "economic" standards!

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* General Resources budget is left out because it is assumed for the sake of this argument, that these, more or less, represent fixed government contributions. That such funds are also largely due to UNICEF's perceived effectiveness is acknowledged.

If we would include general resources' funds in the calculation, the cost-benefit analysis would yield a ratio of approximately 1:6. We should also note that since funding for UNICEF has increased from most sources every year, the "benefit" side of the equation is in fact greater then we calculated above.

Thus, carrying the argument even further we may therefore assume that from a financial point of view, UNICEF's external relations policies are most "effective"!

Another positive finding is that the UNICEF budget for the External Relations Group has been remarkably constant since 1984. There is practically no increase in the budget when adjusted for inflation (6% per annum) between the 1984-85 external relations budget and that projected for 1990-1991, as shown in the enclosed tables and charts. Similarly the proportion of core and project posts in external relations as compared to the rest of UNICEF remains fairly stable during the last seven years, at around 5% of total posts. Naturally, since there is within UNICEF a significant increase in project funded posts overall, that is also reflected in External Relations project funded posts which increased from 6 in 1984-85 to a projected 31 in 1990-91.

See section on Support to field offices, para. 176.

While appreciating the high impact of the SOWCR, one should nevertheless note that costs for the SOWCR have increased from US$ 0.48 million in 1984 to $ 0.95 million in 1985, to $ 1.4 million in 1987-88 (E/ICEF/1985/CRP.27, E/ICEF/1986/CRP.5, E/ICEF/1988/P/L.39 on Global Funds). The cost may be even higher if we include costs incurred by Geneva and other offices, press shows, and representation and travel costs by others. Perhaps it may be more advisable for UNICEF to place the SOWCR budget within the administrative budget for External Relations, as well as other elements of global advocacy, such as Parliamentarians, Nurses, Pediatricians and Artist type conferences and support.

Similarly, there is reported to be some concern on the part of many interviewed in HQ with the manner in which GCO will be adding several posts for the Special Events and New Initiatives Section (25 September 1989 document). It is felt by some in the Comptroller's Office for instance that more transparency and discussion is needed, since the BPRC does not have oversight responsibility for GCO's budgets. A Committee composed of the Executive Director plus the three Deputy Executive Directors plus the Executive Secretary (GCC), with the Comptroller as observer, is the GCO's "oversight" committee. The evaluation team would have been happier if GCO's budget also came under the BPRC.

See section on GCO, paras. 127-128 and note 8; see also section on Special fund-raising events and new initiatives, para. 132.

i) Perception of other UN personnel

The favorable perception of UNICEF is not confined to non-UN personnel. Most UN officials (including IMF and the World Bank) interviewed confirm this. Even in the World Bank and IMF, there is, for instance, appreciation and acknowledgement that had it not been for UNICEF "adjustment" publications and rhetoric, as well as some other UN meetings, publications and resolutions, the social compensation packages now being implemented by these agencies would have been delayed or not be as far-reaching. Similarly, the level and intensity of UNICEF's senior management's work in UCI and CSDR are seen to have stimulated WHO, and certain bilateral agencies, to move in the directions they are moving in with more intensity. UNICEF's ideas for certain publications, like the SOWCR and Facts for Life, as well as countless speeches and alliance building initiatives have according to the various agencies' personnel, stimulated awareness and understanding among wide segments of the public in both industrialized and non-industrialized societies. This is gratifying testimony to the effectiveness of UNICEF's external relations work.

Nevertheless, there is some irritation among these same agencies' personnel about UNICEF claiming credit in some instances for initiatives that emanated elsewhere, as well as instances of UNICEF personnel not grasping

See section on Policies and guidelines, para. 59.

sufficiently the technical and scientific complexities of much of the work they are dealing with. There is a feeling, especially among WHO and the World Bank that insufficient technical discussions take place within UNICEF about the consequences of several initiatives.

SUMMARY OF MANAGERIAL ISSUES WITHIN EXTERNAL RELATIONS

The evaluation team must reluctantly conclude that the "who is in control" syndrome is a reality for and within the External Relations Group. Annex III describes in further detail the perception that the authority and decision-making powers within External Relations are diffused and also weakened by the perception that the Executive Director is the only credible source of initiative and decision-making for External Relations. Some senior staff members complain that they have little control over the multiplicity of requests and initiatives that emanate from the "Front Office". Consequently, relatively little in the form of strategy-making and planning within the External Relations Group takes place. The evaluation team, nevertheless, feels that more initiative and effective management could be exercised by managers in external relations.

See section on External Relations Committee, paras. 144-148; see also chapter V, Strategic Management Mechanisms, para. 135.

Internal communications within UNICEF is also a problem for the external relations staff. There appears to be a tendency for External Relations staff to consider information dissemination and public relations outside UNICEF to be much more important than consolidating internal communications to the National Committees, to the field and within other HQ divisions. The survey of field offices identified three major needs: a) better clarity of external relations goals; b) greater participation of field offices in formulating country specific goals; c) better and more training of staff of all levels in planning and implementing external relations (Annex II).

See sections on The country approach, paras. 150-155, and Headquarters and field integration, paras. 190-192.

Thus, it may be that external relations is too "external". Perhaps a change in name would be advisable to strengthen the internal communications aspects.

See also sections on Objectives, paras. 52-57, and Policies and guidelines, paras. 58-64.

External Relations staff interviewed claim that about 50% of their work was in connection with sudden or unplanned activities. (Annex III.) According to the Consultant, Mr. Colin Fraser, and some members of the evaluation team, there is some justification in calling for better manpower and strategic planning, and to look at possible staff shortages in overburdened sections of especially DOI. Furthermore there is a need to appoint managers who have proven managerial skills. As in other parts of UNICEF, management positions should be reserved for those who have managerial skills, not only public relations or technical expertise. These and other recommendations are discussed in more detail on the pages 30 to 34 of Annex III.

There is a strong perception among UNICEF field staff that neither senior, nor mid-level managers in External Relations have sufficient UNICEF field experience. Although many do travel a great deal to regional meetings and to field offices, their familiarity with the realities of field work and communicating with the needy, is stated, by some in the field offices, to be too limited. This perceived lack of understanding is seen to affect the relevance of their services to the field.

See sections on Support to field offices, paras, 175-189, and Headquarters and field integration, paras. 190-192; see also section on Rotation and cross-training, paras. 193-197.

This relative isolation is exacerbated by the relative paucity of information given to the impact of external relations in annual reviews and other field based reports. The absence, relative disinterest, or silence of external relations staff in HQ (with the exception of PFO), concerning most of the annual reports, reviews and country programme analyses conducted at HQ, is striking. It seems that either little training is given to such staff on how and why one should evaluate external relations and social mobilization impact or they simply are too overworked and exhausted to care about what seems to them to be of lesser priority.

See section on Headquarters and field integration, paras. 190-192, especially para. 192.

Furthermore, the intermediate or junior HQ based external relations personnel who are eager to learn and idealistic are NOT encouraged to travel enough to the field. They have either too much to do in HQ or insufficient budget to travel on. The Programme Funding Office (PFO) is clearly an exception here. Its close work with the field as well as with donor governments is an example of collegial and productive cooperation.

See section on Rotation and cross-training, especially paras. 193-194.

There is an increased tendency for some Field and Regional Offices to produce an increasing number of public relations orientated and self-serving reports. Perhaps this is due to the example given by headquarter's management and to the lack of emphasis given to monitoring and substantive impact evaluation. This is further encouraged by a tendency to discuss and publicize only good news in internal publications and meetings. At times, the emphasis on external relations is so great at senior internal meetings, that other managerial and programme issues that could be more important to the organization as a whole, are relatively ignored or repeatedly postponed.

We would like to end by quoting a European government official:

"Perhaps UNICEF is trying to do too many things and in the process losing focus. Some of the big events that UNICEF undertook because it had the capacity to do so were not so successful. UNICEF already has a good image and we are not sure what it wants to achieve. We want UNICEF to remain primarily a development agency. We want to focus more on programmes, as the central activity, with advocacy only as a natural support, but advocacy and external relations should not themselves be the main area of focus. So long as UNICEF has a strong development base and good programme delivery, advocacy can be handled."

The evaluation team agrees.

See chapter VI, Conclusion and Recommendation, paras. 202-204

COST COMPARISON FOR EXTERNAL RELATIONS

1984-1985

DIVISIONS/OFFICES	STAFF CORE IP	CORE NP	CORE GS	PROJ IP	PROJ NP	PROJ GS	COSTS CAT I & II
PFO	8	0	6	0	0	0	2,248,716
DI+PA	18	0	26	1	0	0	9,826,621
GENEVA	18	0	36	1	0	3	8,862,258
SYDNEY/TOKYO	1	5	9	1	0	0	1,657,540
EXDIR's OFFICE	1	0	1	0	0	0	381,111
	46	5	78	3	0	3	22,974,246

1990-1991

DIVISIONS/OFFICES	STAFF CORE IP	CORE NP	CORE GS	PROJ IP	PROJ NP	PROJ GS	COSTS CAT I & II
PFO	8	0	7	7	0	5	2,800,924
DI+PA	18	0	31	8	0	5	15,326,999
GENEVA	13	0	28	5	0	1	11,576,239
SYDNEY/TOKYO	2	4	7	0	0	0	3,325,369
EXDIR's OFFICE	1	0	1	0	0	0	511,744
	42	4	74	20	0	11	33,541,275

EXTERNAL RELATIONS COSTS
(BY YEAR)

	1984	1985	1988	1990	1991
PFO	1,084,247	1,162,469	1,098,701	1,361,063	1,439,861
DI+PA	4,745,156	5,081,465	5,683,495	7,661,378	7,665,622
GENEVA	4,345,307	4,516,951	5,678,896	5,690,778	5,885,461
SYDNEY/TOKYO	797,172	860,368	1,466,093	1,624,041	1,701,328
EXDIR's OFFICE	181,600	199,511	224,333	248,307	263,437
	11,153,482	11,820,764	14,151,518	16,585,567	16,955,709

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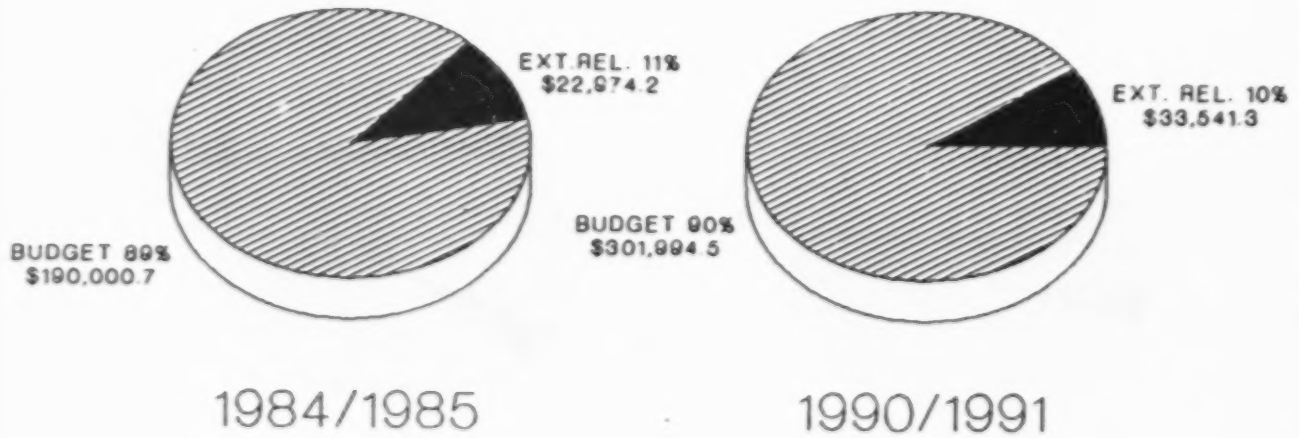
COST COMPARISON FOR EXTERNAL RELATIONS



Excluding GCO

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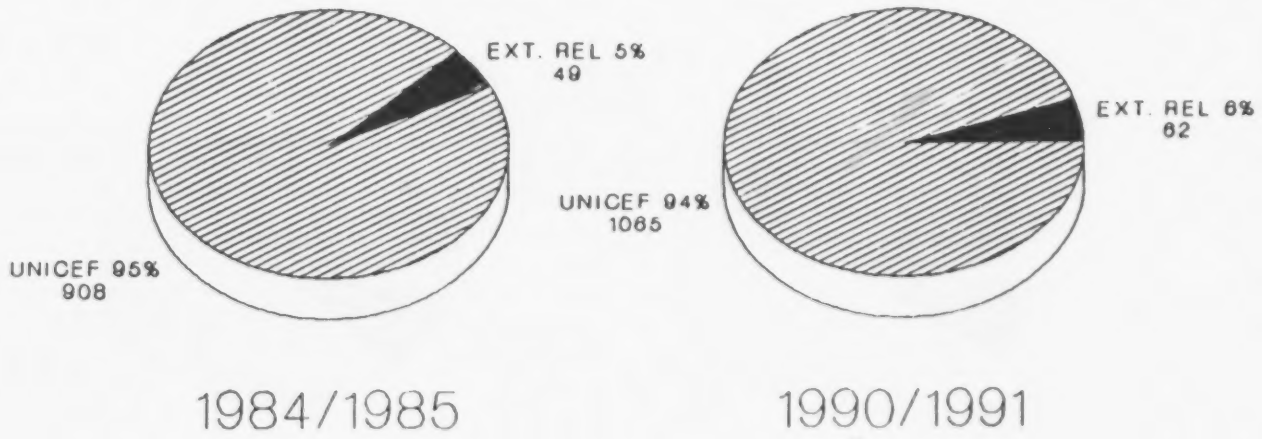
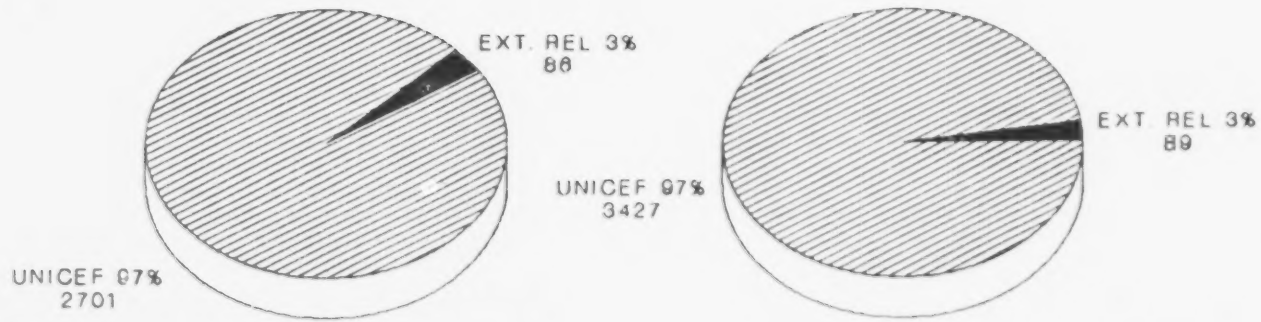
TOTAL NUMBER OF IP POSTS FOR
External Relations vs Total UNICEF



(Core & Project excluding GCO)

TOTAL NUMBER OF GS/NP POSTS FOR
External Relations vs Total UNICEF



(Core & Project excluding GCO)